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THE UNIVERSITY OF ALBERTA

VOCATIONAL EDUCATION IN NEWFOUNDLAND:

A BRIEF HISTORY

BY



GEORGE M. ANDERSON

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

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IN

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Vocational Education in Newfoundland: A Brief History", submitted by GEORGE M. ANDERSON in partial fulfilment of the requirements for the degree of Master of Education in Vocational Education.

ABSTRACT

The purpose of this study was to describe the development and growth of Newfoundland's vocational education system, from 1946 to 1977.

Data were obtained from documents prepared by various departments within the Federal Government of Canada, and the Provincial Government of Newfoundland.

Supplementary information was gathered from many sources including; books, theses, speeches and reports. Some of this material was sent to the researcher by individuals, who had been contacted by letter and asked to send information which they considered relevant to the study. In general, the researcher was most disappointed with the response to the letter, since only two of the 18 District Vocational School Principals acknowledged it. The same letter was sent to the three colleges and to selected personnel working with the Department of Education, the Division of Vocational Education, and Memorial University. From these sources the researcher had much better results and all but one college sent materials.

To obtain information that was not in print, the researcher sought and obtained interviews with three individuals who had first hand knowledge of the vocational education system in Newfoundland. These were; Joseph R. Smallwood, Ex-Premier of Newfoundland, Mr. W. J. May, Past Director of the Vocational Education Division, and Mr. Art Van Kestern, Present Director of the Vocational Education Division. These interviews took place in St. John's, Newfoundland and were financed solely by the researcher.

The study found many interesting details. Among them were:

1. The Commission of Government in Newfoundland had begun to investigate the need for a vocational education program as early as 1938.

2. The first vocational school in Newfoundland was introduced in 1946, for the purpose of training veterans returning from World War II.

3. Premier J. R. Smallwood, announced a major building program for the Newfoundland vocational education system in 1958.

4. By 1964, the Newfoundland vocational education system consisted of 11 District Vocational Schools, the College of Trades and Technology, and the College of Fisheries; as compared to one vocational institution in 1960.

5. Approximately 72% of all the monies obtained from Ottawa from 1961 to 1967 under the Technical and Vocational Training Assistance Act was spent on building and equipping new vocational facilities in Newfoundland.

6. In 1970, six new vocational institutions were built and for the first time a percentage of students from the secondary school system could avail of some level of vocational education.

7. No vocational skills are taught in any high school in Newfoundland, even today.

ACKNOWLEDGEMENTS

The final draft of this study was prepared some 16 months after the initial investigation into the topic had been made. During that time many hours of guidance and constructive criticism were given to the researcher by his supervisor, Dr. Clarence Preitz. For his guidance and help, a personal "Thank You" is in order.

The author also wishes to express thanks to Dr. H. R. Ziel and Dr. H. Hodysh for serving on the thesis committee; also to Mr. Ray Hawco for being the external observer from Newfoundland.

To the many individuals who sent or provided information by mail and telephone appreciation is expressed.

The information given to the researcher by Messrs. Smallwood, May, and Van Kestern did much to fill the gaps and compensate for the level of written materials. For being so open and candid the author expresses his thanks.

and finally, to my wife Shirley, who shared the frustrations, gave her support and encouragement, and typed the thesis, I express my sincere gratitude.

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Chapter I

THE PROBLEM

Introduction

Vocational education officially began in Newfoundland with the opening of "The Vocational Institute for Ex-Servicemen", in April of 1946 (Newfoundland Department of Education Annual Report, 1950, p. 150).^{*} Rowe (1964) maintains that "As early as 1942 the Government foresaw the problem that would confront it when, with the cessation of hostilities, thousands of Newfoundlanders serving in the armed forces would return, demanding remunerative employment" (p. 171). The Vocational Institute, as it became commonly known, was set up by Mr. A. E. Hart, an English civil servant, who came from England with a group of instructors for the expressed purpose of establishing such an institute. Hart, transformed a group of buildings that had been vacated by the navy at the end of World War II, into Newfoundland's first vocational school. He also became the first Manager of the Vocational Institute.

The instructional program, established by Hart and his staff, was of six months duration and the students were enrolled in one of the following trades; diesel engineering, motor mechanics, carpentry and joinery, electrical work, plumbing - pipe-fitting and oil furnace heating, machine shop practice, sheet metal work, refrigeration, bricklaying, and plastering (Report of Education, 1950, p. 150). This same

^{*}For the remainder of this thesis (Report of Education) shall be used in place of (Newfoundland Department of Education Annual Report).

Report identified the theory subjects that the students in the trade areas were to take when it stated: "That apart from practical and theoretical instruction in the selected vocations, veterans were 'schooled' in mathematics, physics, civics and general knowledge" (p. 150).

From 1946 to 1948, 600 veterans enrolled in the various courses offered at the school, and 525 of them qualified for a diploma. This diploma was awarded to students who had successfully completed tests in both the practical and theoretical areas of a selected trade.

On December 31, 1948, the Newfoundland Government decided that the institution had served its function and that it would consequently be closed. This decision caused considerable controversy and the Vocational Institute was allowed to remain open for the benefit of civilians; although it was to offer a curtailed program. Some courses previously offered by the school to returning servicemen were dropped and those that were left remaining included; diesel engineering, motor mechanics, carpentry and joinery, electrical work, and bricklaying (Report of Education, 1950, p. 150).

The Vocational Institute remained Newfoundland's only post-secondary vocational institution until 1963. In that year, the new College of Trades and Technology was opened in St. John's. In addition, District Vocational Schools were opened in 11 other centres that were strategically located around the island. Many of these vocational schools were announced in 1958 and were financed by the cost sharing agreement signed between Ottawa and the Newfoundland Government under the terms specified in The Technical and Vocational Training Assistance Act of 1960. With the establishment of these new vocational institutions, vocational

education had finally come of age in Newfoundland.

In 1970, the Newfoundland Government made the decision to expand its vocational education system and spent another 12 million dollars to build six additional vocational education schools throughout the province. When these six schools were added, there was a total of 20 institutions for vocational education that could serve a population of approximately a half million.

Since vocational education has become an integral part of the province's education system, it would seem that an historical study of vocational education in Newfoundland would add to the educational literature of both the province and the nation. A study that would focus on vocational education in Newfoundland from its inception in 1946, the year that the province built its first vocational education institution, to the year 1977.

Purpose of the Study

The fundamental purpose of this study was to describe from an historical perspective the development of the vocational education system in Newfoundland from 1946 to 1977.

The supporting objectives of this study were:

1. To examine and identify the influences which led to the establishment of the vocational education system in Newfoundland.
2. To trace the growth and development of the vocational education system.
3. To examine the scope of vocational education programs offered at the post-secondary non-university level.

4. To briefly describe the vocational teacher training program and the pre-vocational program.

Delimitations

This study was primarily restricted to the growth of the post-secondary vocational education system in Newfoundland from 1946 to 1977. While essentially this is the period that was reviewed, the author felt that to understand some of the influences that have shaped Newfoundland and its society, an introduction to the island and its people was necessary. Therefore, an explanation of the economic and political conditions in Newfoundland around 1946 and at the various stages in the development of the vocational education system after that time was also included.

To provide continuity and depth to the study, the researcher included brief discussions on both the teacher training program and the pre-vocational program.

Because Newfoundland did not join Canada until 1949, a chapter discussing the nature of federal government support for vocational and technical education was also embraced. This chapter will hopefully give the reader some understanding of the level which vocational and technical training had attained in Canada, before Newfoundland joined Confederation. Consequently, it should provide the reader with a framework for comparing both the Canadian and the Newfoundland vocational education systems at that time.

Limitations

This study required the researcher to interview individuals in Newfoundland and to collect printed materials that were in the library of the Department of Education of Newfoundland. Because the research was solely funded by the researcher, travel and interview plans were subject to change. This may be considered a limitation of the study.

An additional limitation is the fact that the study was conducted 11 years after the termination of The Technical and Vocational Training Assistance Act in 1967. Because of the time lag between the termination of the Act and the time in which the interviews took place, there is a possibility that events may either have been forgotten or blurred in the minds of those selected to be interviewed.

A third limitation of this research was the limited amount of formal literature that was published or written on the historical development of vocational education in Newfoundland. This lack of reference material must certainly be considered a limitation of the study.

Assumptions

The following assumptions apply to this study:

1. It was assumed that the Annual Reports of the Department of Education, do contain information accurately recording events that occurred in vocational education that were significant at the time that the reports were prepared.

2. It was assumed that information received, from colleagues, Department of Education personnel, and those selected to be interviewed, was as frank, as candid and as accurate an account of events as could be recalled.

Significance of the Study

The significance of a well documented historical report on the development of vocational education in Newfoundland becomes readily apparent when one reviews the various card catalogs of any university library. This review will show the rarity of material that exists on the development of vocational education in Newfoundland from an historical perspective. It is hoped that the results of this study would add to the history of education, and more specifically to the history of vocational education in Newfoundland.

This study may also have some significance for those involved in educational or sociological research, mainly because the results of the study has synthesized material that is located in a variety of institutions. The final report of this study may be used by researchers to gather background information on vocational education and its development in the province.

This study may also have significance for students who wish to study the manner in which vocational education became part of the educational delivery system in Newfoundland.

Because this study will review the development of The College of Trades and Technology and the field of teacher preparation, additional significance may be added.

Definition of Terms

The following terms were used by the researcher and must be understood by the reader in order to comprehend the theme of the study.

Technical and vocational training

The Technical and Vocational Training Assistance Act (1963) gives the following definition for technical and vocational training. The preamble to the Act defines this term as:

Any form of instruction, the purpose of which is to prepare a person for gainful employment in any primary or secondary industry or in any service occupation or to increase his skill or proficiency therein, and without restricting the generality of the foregoing, includes instruction for that purpose in relation to:

- (i) agriculture,
- (ii) fishing,
- (iii) forestry,
- (iv) mining,
- (v) commerce,
- (vi) construction,
- (vii) manufacturing,
- (viii) transportation or communication, and
- (ix) generally, any primary or secondary industry or service occupation requiring an understanding of the principles of science or technology and the application thereof, except where such instruction is designed for university credit. (p. 1)

Vocational education

The term vocational education is used by the researcher as a synonym for the term technical and vocational training.

Training facilities

The same Act defines training facilities as, "buildings and physical plant, machinery and equipment used for technical and vocational training" (p. 2).

Trade

The Regulations of Trade Schools Act that was published by the Newfoundland Government in 1960 gives the following definition of trade as:

The skill and knowledge requisite for or intended for use in the repair and operation of aeroplanes, automobiles, steam engines, boilers, internal combustion engines, and machinery of all kinds, sheet metal work, bricklaying, carpentry, woodworking, cabinet making, plastering, painting, interior decorating, plumbing, steam fitting, electric welding, acetylene welding, air conditioning, refrigeration, watch repairing, barbering, beauty culture, hairdressing, dressmaking, hand machine and power sewing, stenography, type-writing, bookkeeping, accountancy, clerical work, printing, bookbinding, advertising, salesmanship, journalism, story writing, speaking, and oratory, photography, commercial and industrial art, industrial and business management, hotel management, the work of hostess, railway station agents and other railway occupations, telegraphy, radio and wireless communication, broadcasting, television, electronics, stationary engineering, marine engineering, navigation, drafting, surveying, and in any other business, occupation, calling or vocation designated as a trade by the regulations. (p. 11)

District Vocational School

The term District Vocational School is used to refer to the general type of vocational school built in the early 1960's, when Newfoundland substantially expanded its vocational education system. Reference is made to the term in an Annual Report of the Vocational Education Division as early as 1960-61. In reference to the term, it states, "plans for three other District Vocational Schools had been submitted to Ottawa for approval to share in cost" (p. 176). Since that time, the term has been used as a prefix which is followed by the name of the school. The name of the school is synonymous with the community in which it is located, i.e., District Vocational School (D.V.S.) Port Aux Basques.

In spite of the comprehensive use of the term D.V.S., the researcher could not find a definition for this term in the literature that

was reviewed for this study. The following definition was formulated by the researcher from information acquired during the course of this investigation:

A District Vocational School (D.V.S.) is a publicly owned post-secondary institution built with Federal/Provincial funds, initially for the purposes of teaching employable, upgrading and retraining skills to those individuals who reside in the surrounding area or district; in which the school is located. Later the educational services, of some of these schools, were expanded to include a pre-vocational education program for students in the secondary school system, from grades nine to eleven inclusive.

Data Collection Technique

The initial exploration of possible data was conducted on the University of Alberta campus. The researcher collected available material from all three libraries on campus, and as well, sought information and material from staff members, in the Department of Industrial and Vocational Education, at the University of Alberta. The purpose of this initial investigation was to try and determine the amount of written material available on vocational education in Canada, and more specifically on vocational education in Newfoundland. To accomplish this goal, the researcher reviewed books relevant to the topic, copies of theses, annual reports of the Newfoundland Department of Education, and annual reports of both the Federal Departments of Labour and Statistics Canada. Annual reports that are not held in the libraries of the University of Alberta, and indeed other documents that the researcher deemed necessary and important, to the study, were requested through an inter-library loan.

When the researcher felt that all possible avenues of obtaining printed material were exhausted, the accumulated data were reviewed and an attempt made to determine its continuity, depth and relevance for the study. The purpose of this review was to determine how the collected information fitted into the matrix of the chapters and if additional information was needed to complete each chapter.

In hopes of obtaining information which was not in published form, the researcher contacted individuals presently involved with the vocational education system in Newfoundland. Contact with these individuals was in the form of a letter that requested information on vocational education in Newfoundland. Copies of this letter were sent to all principals of vocational institutions in the province; as well as, to the Division of Vocational Education personnel in the Department of Education. The researcher set a time line when replies were to be returned and after that date the data supplied were compiled and analyzed. At that time the researcher completed an intensive review of all information collected and noted areas that needed additional information to add clarity and meaning to the topic being discussed.

Any additional information needed was collected through a structured interview with individuals, who were presently or had been involved with the developing of vocational education in Newfoundland. The researcher identified the following individuals as those who have had a significant role in the development of vocational education in Newfoundland:

1. Mr. W. J. May, who was Director of Apprenticeship, then Principal of the Vocational Institute, and later Director of the Vocational

Education Division, was interviewed to help identify events and conditions in the province that led up to the present vocational education system.

2. Mr. Art Van Kestern, who is the Director of the Vocational Education Division, was interviewed to determine some of the problems that exist in the present vocational education system.

3. Mr. J. R. Smallwood, who was Premier of Newfoundland from 1949 to 1972, was interviewed in order to provide the researcher with insights into the factors that led the provincial government to establish vocational schools in 18 different localities in Newfoundland.

The researcher asked the participants for their permission to place the interview on magnetic tape, with the understanding that the tapes would be destroyed after serving the needs of the study. The researcher perceived the interviews as being the last major step in collecting data for the study.

Any possible doubt as to the validity of any of the information collected, or any question about that information, was directed by telephone to the individual concerned and an answer obtained forthwith.

Instrumentation

For the purpose of conducting the interviews the researcher prepared a list of general questions, that were used as the focal point of the interview. These questions centered around such themes as; trends in the vocational education system, decision making in major building projects, and changes in teacher training.

Because the interviewees were involved in decision making and

policy making on three different levels, the researcher asked each individual supplementary questions, which in the opinion of the researcher, best represented the level of involvement of the individual being interviewed. The format and type of questions were determined in consultation with the researcher's thesis supervisor. An example of these questions may be found in Appendix B, page 163.

Analytical Framework

This thesis consists primarily of an historical description and analysis of the development of the vocational education system in Newfoundland, from 1946 to 1977. Also included are some of the significant events that may have had an effect on the development of this system of education in Newfoundland. Examples of these events are:

1. The major capital building programs that were initiated from 1946 to 1977, that took advantage of federal monies to construct facilities for the use of both the secondary and post-secondary levels.
2. The genesis of the pre-vocational program and the vocational teacher training program.

These events will hopefully represent a cross section of the development of vocational training in Newfoundland, and give the reader an insight into its past and present status.

LIST OF REMAINING CHAPTERS

The balance of this thesis is organized as follows:

Chapter	II	The Matrix: Historical, Sociological and Economic Background
Chapter	III	The Genesis of Vocational - Technical Education
Chapter	IV	The Development and Growth of Vocational Education in Newfoundland
Chapter	V	Summary and Conclusions; Recommendations for Further Study and Observations

Chapter Summary

This study is a descriptive overview, from an historical perspective, of the development and growth of vocational education in Newfoundland. The study covers the period from 1946 to 1977 and shall, within that time span, discuss:

1. Major building programs.
2. The scope of vocational education programs.
3. The influences which led to the vocational education system being established in Newfoundland.

Chapter 2

THE MATRIX

HISTORICAL, SOCIOLOGICAL AND ECONOMIC BACKGROUND

Chapter 1 presented all phases of the research design for this study as well as a listing of definitions for the terms that will be used throughout the report.

Chapter 2 will present an overview of the problems faced by settlers trying to survive in the hostile Newfoundland environment. As well, it will deal with the sociological and economic makeup of Newfoundland's society and some of the problems stemming from its composition. The contents of this chapter shall also look at the educational and economic policies of early Newfoundland governments, leading up to but not including the "Confederation Era".

The Land

In discussing the climatic conditions of Newfoundland, Noel (1971) writes:

The Island of Newfoundland is a far more 'northern' place than its location on the globe would seem to suggest. It lies between the same lines of geographical latitude as southern England and northern France and nowhere is its elevation very high; yet in almost all its observable features it more closely resembles the sub-arctic regions of North America. The land is heavily, and in places spectacularly, glaciated. (p. 3)

The arctic current around the Newfoundland shore line keeps the water quite cold and it is not uncommon to see icebergs grounded in some harbours, even in mid-July and August. "Hence the climate is cooler at all seasons than that of other lands of comparable latitude, and the winters longer" (Noel, 1971, p. 3).

The land itself resembles a huge mud pie which has hardened around

the edges and in the center. Much of Newfoundland is covered with forest, tundra, and bog, while the rest of the island is dotted and divided by hundreds of lakes, rivers, and mountains. Most of the soil that should be covering the land was dragged out to sea by huge receding glaciers many thousands of years ago. This soil was deposited on the underwater plateau that surrounds the island and its silt has become a haven for plankton and small fish.

Discovery and Exploration

The cool waters, plus the underwater plateau and the unusual supply of plankton and small fish, have made the shores just off the coast of Newfoundland one of the richest areas in the world for the harvest of the cod fish. It was this great discovery that brought ships from France and Portugal, and later from Spain and England, to the shores of Newfoundland in the early 15 hundreds (Harris, 1968, p. 31).

In most of these countries, fish was in demand as a staple food for the huge Catholic populations, whose religion forbade the eating of meat on many occasions throughout the year (Harris, 1968, p. 31). It was also used as a means of feeding the large armies and navies of these countries (Harris, 1968, p. 31).

England's large protestant population did not require the same quantities of fish as the other countries and fish was therefore used by England as a trading commodity. In return for the Newfoundland cod, England got, "oil, plate, wine, iron, wool, and other commodities, which are very useful to our Manufactory at Home" (written by Aaron Thomas, an able seaman, who visited Newfoundland in 1794. He recorded the above statement in his diary that year: published by Jean Murray, 1968, p. 168). Thomas also wrote, "The places from which these returns came was within

and without the Straits and other Catholic countries, which parts, at this day, are the grand consumers of Newfoundland fish" (Murray, 1968, p. 168).

The first Europeans were supposed to have begun exploring the new world and this "Newe Founde Lande" somewhere between 1481 and 1497 (Rothney, 1973, p. 3). According to Harris (1968), the first European to set foot on the island was John Cabot who supposedly landed at Cape Bonavista on June 24, 1497 (p. 24). In Newfoundland June 24th is known as Discovery Day and is honored as a statutory holiday.

In 1583, when Sir Humphrey Gilbert sailed into St. John's harbour, he discovered "36 sails" (ships) at anchor, with the majority being Spanish and "the remainder French and English" (Rothney, 1973, p. 4, brackets mine). Since everyone lived on board ship, the land was "not actually possessed by any Christian", and having "made ready our fights" Gilbert claimed for England the land "200 leagues (miles) every way", not actually having explored that large an area (Rothney, 1973, p. 4, brackets mine). This act caused considerable concern for the Spanish, who had been awarded by the Pope "all new lands found to the west" of a line which had been drawn "north and south through the Atlantic Ocean". This was done by the Pope to avoid quarreling between the Spanish and Portuguese over undiscovered lands (Harris, 1968, p. 20). To show the Spanish that England was serious about the claim, made by Gilbert "Queen Elizabeth sent a fleet of ships under the command of Sir Bernard Drake to attack Spanish fishermen in Newfoundland" (Harris, 1968, p. 36). In 1585, just off the coast of Newfoundland, Drake engaged and destroyed most of the Spanish fleet. As a result, Spain never again was a threat in the struggle for control of Newfoundland (Harris, 1968, p. 36).

The English claim to Newfoundland did not go unchallenged. The French, who at this time were moving into Upper and Lower Canada, also wanted a part of the island, and they were willing to fight for it. France wanted access to the Newfoundland fisheries because; "they were a source of food and money" and also, "because fishermen who worked on the Grand Banks made good sailors for the French Navy" (Harris, 1968, p. 57). The French established a colony at Plaisance, today called Placentia, and brought over many settlers and set up fortifications to defend the colony. Using Plaisance as a base, the French invaded other parts of Newfoundland on three separate occasions and captured St. John's the major town of the island. St. John's was captured by the French in 1696, 1708, and 1762 (Murray, 1968, p. 100).

In 1713 the Treaty of Utrecht granted the English control of the island when it stated that "from now on Newfoundland was British Territory" (Harris, 1968, p. 62). As a result of the terms of this Treaty, the French were forced to abandon Plaisance and "were forbidden ever to start another colony in Newfoundland" (Harris, 1968, p. 62). The French were granted permission to fish in Newfoundland waters every summer and were allowed to dry their catch in certain parts of the Newfoundland coast, which became known as the French Shore (Harris, 1968, p. 63).

Even though Wolfe defeated the French in Canada in 1759; the French were adamant in fighting for control of Newfoundland and for a while did gain control of the island. The Treaty of Paris which was signed in 1763 by England and France ended the Seven Years War between these two nations. In addition to the terms of this Treaty, the French "renounced all claims to Newfoundland", maintained "fishing rights in Newfoundland", retained "St. Pierre and Miquelon" as shelter, and were allowed "no

fortifications" and only a "guard of fifty men" (Thoms, 1967, p. 533).

During the war between England and its American Colonies, France declared war on England. At the time it was feared that the French would again invade Newfoundland. The French fleet did appear off the Newfoundland coast in 1796 and burned the community of Bay Bulls. This community was approximately 30 miles from St. John's. After burning Bay Bulls the French retreated and no further hostilities took place (Thoms, 1967, p. 533). In 1897, the English Government appointed a Royal Commission "to inquire into difficulties along the French Shore" (Thoms, 1967, p. 533). Finally in 1904, because France was becoming more and more concerned about Germany and its increased power, the opportunity arose to settle the issue. The British Government promised to aid France in case of attack by Germany, and one of the concessions that France was to make was "the French would give up claim to the French Shore in Newfoundland" (Harris, 1968, p. 125). The French agreed to this condition and for the first time the people of Newfoundland had control of all of the island. The islands of St. Pierre and Miquelon, which had been awarded to the French in 1763, are still French possessions today.

The English Influence Over Early Colonization

Although England had claimed Newfoundland as a colony in 1583, no effort was made by the British Government to establish an English population in the new colony. In fact, history shows that every effort was made to discourage settlers from living in this haven for fish. According to Story (1974), "Newfoundland became a unique example of deliberately retarded colonization, and its villages, such as they

were, grew surreptitiously under the shadow of official British disapproval and even harassment as much by fellow-Englishmen as by foreign foe" (p. 12). The disapproval and harassment of which Story wrote was a direct result of the influence that the West Country Merchants and the mayors of the west country towns in England, who in some cases were the same, exerted over the English Monarchy (Harris, 1968, p. 54). These West Country Merchants were the owners of the fishing fleets that travelled each spring to Newfoundland and returned in the fall to England with thousands of tons of salt cod. From this harvest from the sea, these merchants received huge sums of money and in some instances bounties from the English Government. The West Country Merchants were most concerned about protecting this trade and Harris (1968) explains why:

They (the merchants) knew that settlers would take the best fishing places, the best harbours, and the best sites for flakes (drying racks of wood) and stages (houses built over the water to process fish). They believed, too, that if many people came to live in Newfoundland, they would begin to build their own boats and to make their own ropes, nets, hooks, lines, anchors, and other things needed for the fishery. In this way many workers in England would lose their jobs. They also thought that the settlers would begin to grow their own vegetables and raise their own cattle and feared that farmers in England, who raised food for fishing fleets, would suffer. For all these reasons, the Western Adventures decided to try to prevent anyone from living in Newfoundland. (p. 39, brackets mine)

Being a rich and influenced body, the West Country Merchants were successful on several occasions in getting the English Parliament to pass laws that would prohibit settlement in Newfoundland. The influences of these merchants led to the first Western Charter of 1634. This Charter "gave jurisdiction over the fishermen in Newfoundland to the mayors of the principal west country ports (in England) and to the

'fishing admirals', that is, the first, second and third fishing captains to arrive in a given harbour each spring" (Story, 1974, p. 13, brackets mine). Since these fishing admirals were sponsored by the West Country Merchants, these admirals were seeing that the merchant's wish of no settlers on the land was being carried out. Story (1974) briefly describes some of the problems that settlers faced when they tried to settle on this desolate island:

This policy remained fundamentally unchanged after the Stuart Restoration. A second Western Charter (1661) confirmed the provisions of the first. In 1671 an Order in Council forbade settlers to live within six miles of the coveted shoreline upon which their livelihood depended. A third Charter was contemplated, the effect of which would have been to deport all settlers from the island; and although not passed, its primary aim was partly achieved by the act of the West Country fishermen who twice (in 1676 and 1678) burned down the houses and premises owned by the settlers between Cape Race and Cape Bonavista. Further official measures were not, however, taken against the residents. (p. 13)

Even though no other official measures were taken against the settlers of Newfoundland, the British Government adopted an attitude of total cynicism in its dealings with these colonists who tried to settle in Newfoundland. This attitude was voiced by Lord Grenville in 1789 when he stated:

Newfoundland is in no respect a British colony and is never so considered in our laws. On the contrary, the uniform tenor of our laws respecting the fishery there, and of the King's instructions founded upon them, goes... to restrain the subjects of Great Britain from colonising that island. (Story, 1974, p. 15)

A few years later in 1793, Under-Secretary of State, Mr. William Knox, in discussing official British policy towards Newfoundland stated:

The island has been considered, in all former times, as a great ship moored near the Banks during the fishing season, for the convenience of English fishermen. The Governor was considered as the ships's captain, and those

concerned in the fishery business as his crew, and subject to naval discipline while there. (Murray, 1968, p. 9 of Introduction)

As a result of this kind of treatment, and also due to the lack of a good agricultural base:

Newfoundlanders became fish killers, marine trappers, and dwellers of the sea coast - especially the remote coves and distant headlands and islands where fish were plentiful and officials scarce. (Story, 1974, p. 13)

Story goes on to describe the disorderly way in which these isolated fishing communities were established when he wrote the following:

Along the rocky sides of small inlets, or deep in the 'bottom' of the great bays, they perched their tiny log 'tilts' and their frail, easily replaced fishing stages and flakes. Organized communities of the kind found elsewhere in British North America scarcely existed and therefore could not be permanently destroyed. Newfoundland baffled, and continued to baffle, orderly administrative minds. The best that they could do was to hope that the resident fishermen and their families would somehow go away, and meanwhile to pretend that they did not exist. (1974, p. 13)

This kind of settlement became known in Newfoundland as an "outport" and the term, when first used, applied to any settlement outside of St. John's; today it applies to the smaller coastal fishing communities.

As the population of the island grew, so did the number of "outports" until the majority of the island's population lived along the sea coast. Lane (1967) wrote that at its peak there were "thirteen hundred communities, spread around a coast line of six thousand miles, not including Labrador (p. 564).

Population Growth

True population figures of early Newfoundland are extremely difficult to locate. Hutchings (1967) wrote that although the General Returns from the island were supposed to be filed each year with the Colonial Office in London "the wide variations from year to year in these returns suggests that the count, dutifully submitted, were not to scrupulously made" (p. 373). Nevertheless, the first official figures that were taken in 1699, show that there were 3,171 permanent residents living in Newfoundland. The majority of these people undoubtedly were connected with the fishing industry, while others were colonists who had come from England to help colonize this new country. The King, in trying to appease those who suggested that settlers would be good for the island, on several occasions granted charters to individuals for the purpose of establishing such colonies. Guy in 1610, Vaughan in 1617, and Calbert in 1621 tried to establish colonies, and while each achieved varying degrees of success, all failed in the end (Story, 1974, p. 12). It is believed that some of the settlers, who had come to Newfoundland from England, stayed behind "to take their chances with the transient fishermen from home" (Story, 1974, p. 13).

The population of Newfoundland by the year 1750 had reached 6,900 and by 1792 it totaled 17,160 residents. While Hutchings (1967) maintains that these "figures include the floating population", the researcher believes that this is not the actual case. In Aaron Thomas' diary of 1794, an account of the population in Newfoundland, as taken in 1787, is given. Thomas recorded the following breakdown of the population:

Masters of Familys	2,232	
Men Servants	7,718	
Weomen Servants	1,563	
	877	
Children	5,338	
Dieters (boarders)	1,378	
	<hr/>	
	19,106	
Summer Inhabitants who came from England and Ireland	28,018	
		<hr/>
	Total	47,124

(Edited and published by Jean Murray, 1968, p. 174).

While it is not the purpose of this thesis to dwell on this type of problem, the researcher perceives this as being an important exception. It becomes even more noteworthy when from the table given by Hutchings, we find the exact same figure of 19,106 stated as the total population, both permanent and floating, of Newfoundland for the year 1789 (1967, p. 373).

By the turn of the nineteenth century, the population of Newfoundland had increased to the point where it was becoming impossible for England to ignore the fact of its existence any longer. Hutchings (1967) by using available data, estimated that, "by the turn of the nineteenth century Newfoundland's population was close to 20,000" (p. 373). The population of the island was soon to double. At the beginning of the eighteenth century an influx of immigrants from England and Ireland made their way to the shores of Newfoundland. "In 1814, 11,000 settlers from Ireland arrived on the island and in succeeding years there was a steady stream of English as well as Irish immigrants" (Hutchings, 1967, p. 373). In relation to the influx of Irish immigrants, Rowe (1964) lists several factors that influenced this immigration:

The general discontent with conditions in Ireland; the need of the fishing masters for 'servants'; the trade between West Ireland and the Newfoundland fishing masters and ship owners to secure a lucrative passenger trade on the outward journey from England. (p. 16)

Whatever the reasons for the Irish immigrating to Newfoundland, Rowe (1964) maintains that by "the turn of the nineteenth century, Irish residents in Newfoundland outnumbered those of English descent" (p. 16). This event in the early evolution of Newfoundland's new society was to be the root of many problems for years to come. In alluding to the cultural differences and background of these two sub-cultures of the island, Rowe (1964) said in his book The Development of Education in Newfoundland that:

The Irish brought with them their fear and detestation of English 'tyranny'. The English settlers maintained their traditional fear of 'Popery', and without making very much effort to get at the root of the problem, regarded the Irish element as unstable, quarrelsome and thriftless. (p. 17)

Not only were both groups opposed religiously and politically, but they also chose to inhabit different parts of the sea coast, thus failing to share the best attributes of each society, for the benefit of the new common society. Intellectually, culturally, and geographically these settlers established barriers that were not easily removed.

The religious differences between the English and the Irish, had far reaching effects on the new Newfoundland society and eventually led to a school system which was totally controlled by the churches. The right to church control over education had been granted to the churches on a nondiscriminatory basis in 1874 (Rowe, 1976, p. 23). This culminated the efforts of both groups to remain separate identities,

which was largely due to the fact that Newfoundland's political system, in 1861, was proportionally structured so that it represented the various religious denominations (Thoms, 1967, p. 538). As a result, the Government of Newfoundland, which had gained Representative Government status in 1832 and then Responsible Government in 1855, became a totally sectarian institution.

Four years after gaining Representative status, the Newfoundland Government conducted its first official census of the island's population. When the census figures were analyzed they showed that Newfoundland had a permanent population of 75,094. In 1857, two years after gaining Responsible Government, the second official census indicated that the population had reached a total of 122,638 residents. At this point in Newfoundland's history, the immigration of settlers into the country had "sharply declined and growth from that time on was due almost solely to natural increase" (Hutchings, 1967, p. 374). And increase it did; by 1901 there were 220,984 residents, including those living in Labrador, and by 1945, just four years before Newfoundland joined Confederation the population had reached 321,818. This meant that the population of Newfoundland in the past hundred years had tripled.

The Economy

Until Newfoundland began to govern itself, there was no real concern about its economy. Normal services, which were available in other North American colonies, were nonexistent in Newfoundland. So when the first local legislature met on January 1, 1833, there was no

shortage of issues for discussion. However, since normal government services were limited to almost only St. John's, there was no real drain on government dollars. Early Newfoundland Governments were noted for their corruption, and because of religious rivalry, little pressure was applied to government officials to provide much needed educational, medical or transportation services. Hutchings (1967) states that "substantial progress was made in spite of all difficulties" (p. 537). In 1843 the first Education Bill was passed, and "there was prosperous times in the colony" (Hutchings, 1967, p. 537). In discussing the economy, Hutchings (1967) also writes that "there was no public debt" and "the fishery was good" (p. 537).

Needless to say, the fishery was the backbone of the Newfoundland economy; as long as the fish came, the weather good and the prices high, there would be no economic or related problems. However, with so many interacting variables there had to be setbacks, and there were. In 1860 the country faced "several years of depression" and there was "widespread pauperism", all "due to the failure of the fisheries" (Hutchings, 1967, p. 538). In speaking of this situation, Hutchings (1967) explained that "the public debt rose substantially" and "nearly one third of the colony's total revenue was required for the relief of the destitute" (p. 538).

Prime Minister Hoyles, who was in office from 1861-65, "sought to establish the finances of the colony on a sound basis" (Hutchings, 1967, p. 538). The Prime Minister regarded the fishery "as inadequate to meet the needs of a growing population" and perceived that "the solution was to open up and develop other sources of employment"

(Hutchings, 1967, p. 538). As a result, geological surveys were carried out and two copper mines opened; one at Tilt Cove and the other at Betts Cove. This did little to aid the economy, although by the end of 1879 both mines had turned out nearly four and one half million dollars worth of ore (Hutchings, 1967, p. 539).

Various schemes were entered into by succeeding governments to make the colony prosper. In 1881, the Newfoundland Railway Company in conjunction with R. G. Reid started to build a railroad from St. John's to Port Aux Basques. The railway, which was completed in 1897, was seen as necessary to "open up the interior for development, and to provide a fast mail and passenger service between Great Britain and the North American Continent" (Penny, 1967, p. 473). It was perceived that the construction of the railroad would also pump "millions of dollars in cash into what had previously being an almost exclusively credit economy" (Noel, 1971, p. 26). Reid, who controlled the railroad company, lent the government a million dollars at the outset of the agreement, "thus enabling it to avoid an imminent financial crisis" (Noel, 1971, p. 27). In return for providing the money, Reid received "concessions of the most sweeping nature" (Noel, 1971, p. 27). Noel wrote about the concessions that were made to Reid:

For operating the railway for fifty years he was to receive approximately three million acres of land, bringing his total in the island to more than five million acres; for \$1 million, and eventual reassignment of a portion of his lands to the government, he was to become the owner of the railway at the end of the operating period; he was to purchase the publicly owned St. John's dry dock; he was to provide a coastal steamship service, aided by a government subsidy of nearly \$100,000 per annum; and he was to purchase and operate the publicly owned telegraph network. In short, the colony's entire communications system was to be handed over to a private individual. (1971, p. 27)

The controversy that arose concerning these particular concessions was to plague both, the citizens and the Government of Newfoundland for many years.

Three years after the railway construction was started, a census showed "there were 32,252 families" with "60,419 people engaged in the fishery" (Thoms, 1967, p. 540). Thoms (1967) states that "Newfoundland turned the century with the fishery the mainstay of the colony" (p. 542). To support his statement Thoms quotes that "there was a work force of about 65,000, of these 41,231 were engaged in fishing activities" (1967, p. 542).

Because of its dependence on the sea, the economy of Newfoundland was slow to change and unemployment was becoming a major problem. The unemployment problem was partially alleviated when the huge pulp and paper mill in Grand Falls opened in 1909 and an even larger mill opened in Corner Brook in 1925. About this time, an iron mine was producing rich ore on Belle Island and another mine was being opened in the interior at Buchans (Rowe, 1976, p. 8).

When World War I started Newfoundland, because it was a British colony, was automatically thrown into the fray. The colony maintained the Royal Newfoundland Regiment which "led to substantial increases in the public debt" (Rowe, 1976, p. 8). Around this time, the fishery was in excellent shape and Thoms (1967) writes, "fish production and prices were at an all time high" (p. 543). This new found prosperity, which had been brought on by the war, was soon to disappear, and Rowe (1976) explains why:

With the cessation of hostilities this ephemeral prosperity disappeared, with the result that once more large

segments of the Newfoundland people had to rely on government dole, that is relief in kind, usually a few basic food items, or government work such as road-building and other public projects. But work programmes of this kind could only be financed by public borrowing, and so all through the 1920s the public debt increased rapidly and by 1930 had reached the frightening total of a hundred million dollars. Indeed, by 1932 when government revenue had shrunk to about seven and a half million dollars, well over five million of this was needed to pay the interest on the national debt. (p. 8)

Of the previously mentioned paper mills and the minerals being developed in the interior, Rowe speculates that they "were welcome improvements to the narrow based economy but were totally incapable of protecting Newfoundland from the economic blizzards of the late 1920s and early 1930s" (1976, p. 8).

Newfoundland was now entering into a period when the existence of its right to self government was in jeopardy. Rowe explains this situation in the following manner:

Unable to maintain public services and at the same time pay interest on the national debt, the Government requested the British Parliament to set up a Royal Commission. Its report, made in 1933, recommended the suspension of responsible government and the appointment of a Commission of Government to run the country with the help of subsidies from the British treasury. The Commission was to consist of six persons, three from Newfoundland and three from outside Newfoundland, all to be appointed by the British Government. The Governor, also appointed by Britain, was to be Chairman of the Commission with the right to cast a deciding vote. (1976, p. 9)

Thus Newfoundland had lost the right to govern itself until, "such time as Newfoundland may become self supporting again" (Noel, 1971, p. 213). Newfoundlanders did not know it at the time but never again would they rule themselves as a country. The Commission of Government was to remain in power until March 31, 1949; the day that Newfoundland

became the tenth province of Canada.

The country that Joseph R. Smallwood bolstered into Confederation still lacked many services, but on the books at least; it was no longer poor. This change in financial status was a direct result of the prosperity which again came to Newfoundland during a war; this time the Second World War. Eggleston (1974) states that "the strategic importance of Newfoundland was immediately recognized when the Permanent Joint Board of Defense was set up by Canada and the United States in August, 1940" (p. 8). He goes on to explain the influence that the war had on the influx of military personnel and equipment to Newfoundland:

The Leased Bases Agreement of 1940-41 gave the United States leaseholds (to run for 99 years) for the following: an army garrison base adjacent to St. John's (Fort Pepperrell); a naval and army base at Argentia; and an air base at Stephenville.

Early in the war the Commission of Government suggested the need for an air base adjacent to St. John's and the base at Torbay, built by Canada, was the result. It came into operation before the end of 1941.

Canada and the United States greatly expanded their Newfoundland operations in 1941-42. In addition to Torbay, Canada constructed the great Goose Bay airport; it added to the runways and housing facilities at Gander and Botwood to accommodate expanded air patrols and the accelerating ferry service. It constructed a naval base at St. John's which was fully operable by the end of 1942. The United States began construction of its bases at Argentia and Stephenville; they became available for major operations in 1943. By July 1943 there were nearly 11,000 U.S. military personnel in Newfoundland and a comparable number of Canadians made up of some 5,700 army personnel along with several thousand air force and navy personnel, the latter moving in and out as the Battle of the Atlantic progressed. (p. 8)

Of Newfoundland's economic condition after the Second World War, Eggleston writes:

By the end of World War II the financial conditions for restoration of responsible government certainly appeared to have been met. The fiscal improvement had been impressive, since as against a cumulative budgetary deficit of \$18,000,000 in the six years to June 30, 1940, there was now a cumulative surplus for the war years of \$32,500,000. Newfoundland had even been able to lend over \$12,000,000 to the United Kingdom, interest free. The defence activities in Newfoundland territory and around her shores had quickly reduced unemployment to 'comparatively small proportions' and welfare costs had fallen sharply. The war 'boom' had at least doubled Newfoundland's national income. Once the submarine menace had been mastered, the world markets for Newfoundland fish had risen sharply at good prices. How long the good times would last was speculative, but at least on VJ Day the short-term prospects seemed promising. (1974, p. 11)

It was with this new found feeling of prosperity and hope that Newfoundland joined Canada, only to find that by mainland standards the scales were far from balanced. Nevertheless, the new Premier, Mr. Joseph R. Smallwood, was determined to do all in his power to make the weights more even; and he had the next 23 years to do it.

Chapter Summary

The early Newfoundland settlers had many obstacles to overcome, and it was not until the early part of the nineteenth century that the population began to establish itself. From 1833 to 1949, the island was governed by several different modes of administration. On March 31, 1949, Newfoundland became a province of Canada and a new chapter of its life was begun.

CHAPTER 3

THE GENESIS OF VOCATIONAL - TECHNICAL EDUCATION

The second chapter of this thesis was written to give the reader some insight into the forces which have played a significant part in shaping Newfoundland and its society.

Chapter 3 will describe the various federal acts and agreements under which vocational and technical training was fostered in Canada. Since Newfoundland did not join Confederation until 1949, it did not have the advantage of any federal legislation that pertained to vocational training prior to that time. Newfoundland was ready to participate in 1960, when the Technical and Vocational Training Assistance Act (T.V.T.A. Act) was enacted. The major portion of this chapter will present an overview of the various acts and agreements passed by the federal government from 1910 to 1960, but not including the T.V.T.A. Act. The T.V.T.A. Act and subsequent legislation, will be discussed in the next chapter, when the extent to which Newfoundland took advantage of this Act is presented.

Vocational Education Becomes a Federal Issue

Until the federal government became involved in vocational and technical training in 1913, very little was done with this type of education at the provincial level. Bryce (1970) gave support to this statement, when he took the position that "although provincial governments were moving towards more vocational education, it would appear that their efforts did not meet the needs" (p. 64).

This fact was realized by Sir William C. McDonald, who as a business man in Ontario, believed that a child leaving school should have more than just academic training. From 1900 to 1909, McDonald spent thousands of dollars to place manual training teachers in the schools of most provinces of the nation. McDonald brought these teachers to Canada from England to teach a program which was based on the English curriculum. To aid in the development of his plan, McDonald hired a Montreal university professor by the name of Dr. J. W. Robertson. With McDonald's money and Robertson's expertise a "manual training program" was implemented in most provinces and was accepted by most as being a success. In these provinces where the manual training program was instituted, this effort signified the first attempt, to offer anything other than academic courses, to a large segment of the regular school population.

In the early 1900's there was some movement in the provinces towards vocational education; but it was not until the federal government became involved and offered cash incentives to the provinces that this form of education became popular.

The debate over federal involvement in vocational education began on December 6, 1909 when Mr. Hughs Guthue, Member of Parliament for South Wellington, made the following motion:

That in the opinion of this house it is desirable that a Commission of Inquiry should be forthwith appointed to investigate the needs of Canada, in respect of technical education (during this time no distinction was made between vocational, technical or industrial education) and to report on ways and means by which these needs may be best met. (Federal Department of Labour Annual Report, 1914*, p. 65, underlining and brackets mine)

*For the remainder of this thesis (Report of Labour) shall be used in place of (Federal Department of Labour Annual Report).

The motion made by Guthue, gained so much support from both sides of the house, that the Minister of Labour, T. W. Crothers asked that the debate cease so he could confer with the various leaders of the provincial governments (Report of Labour, 1914, p. 65). On January 28, 1910, the Minister reported back to the house that as a result of communications with the provincial governments, "it is now, in the opinion of the government, desirable that a commission on industrial training and technical education should be appointed" (Report of Labour, 1914, p. 66).

On May 3, 1910, money was allocated by parliament and on June 1st of that year the Governor-General appointed the Royal Commission on Industrial Training and Technical Education. It is not surprising that the government chose as the Chairman of the Commission, Dr. J. W. Robertson, the planner of the "manual training program" for McDonald. The Order-in-Council which stated the conditions under which the Commission was struck, gave the Commission the right:

To inquire into the needs and present equipment of the Dominion as respects industrial training and technical education, and into the systems and methods of technical instruction obtaining in other countries.
(Report of Labour, 1914, p. 67)

Vocational Education Versus the British North America Act

This was a major step for the federal government, because the issue of jurisdictional rights over education had been one of the major stumbling blocks in culminating Canadian Confederation in 1867

(Bryne, 1976, p. 2). The provinces were adamant in that they maintain control over their education systems and in order to protect that right, the provinces insisted that Section 93 of the British North America Act (B.N.A. Act) read as follows:

In and for each Province the Legislature may exclusively make laws in relation to Education, subject and according to the following Provisions:-

(1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:

(2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissentient Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec:

(3) Where in any Province a System of Separate or Dissentient Schools exists by Law at the Union or is thereafter established by the Legislature of the Provinces, an Appeal shall lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education:

(4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any Decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case, and as far only as the Circumstances of each Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor General in Council under this Section. (Statutes of Canada, 1867, p. 23)

The Minister of Labour, Mr. Crothers, realized that the general public and indeed members of the Commission, might question the right

of the Commission as a federal body to study industrial and technical education, on the provincial level.

The Minister officially met in his office with the members of the Commission on July 6, 1910, and addressed them as to their responsibilities and needs. On the question of jurisdiction rights over education, and the right of the federal government to become involved in education, he gave the following explanation:

It was important, he said, for the Commission to bear in mind that education, as such, was a subject assigned to the Provinces by the British North America Act, and that the Federal Government, therefore, did not intend in the appointment of the present Commission, to, in any way, encroach upon the jurisdiction of the Provinces. Indeed, the consent of the Prime Ministers of the several Provinces to the establishment of this Commission had been obtained before its appointment was decided upon. Canada's industrial greatness, its trade and commerce, were alike dependent upon industrial efficiency, the efficiency, in the first place, of the wage earners, who far outnumbered all other classes in the industrial processes, in the several lines of manufacture and industrial development; and this being the case, the Federal Government felt that in so far as it was possible to co-operate with the Provinces in promoting this efficiency, it was desirable to do so. The gathering of information was a means to this end, and the gathering of information on any subject of national concern was one on which no question as to the Dominion's jurisdiction could be raised. (Report of Labour, 1912, p. 41)

Report of the Commission

Having been so charged, the Commission traveled across Canada and heard "the evidence of 1,470 persons appearing at some one or other of the 174 sessions of the Commission" (Report of Labour, 1914, p. 68). The Commission also traveled to Europe but before doing so, it submitted its report covering the cross-Canada trip. In relation to "the

present equipment of the Dominion respecting industrial training and technical education" the Commission reported that "at many places in Canada, as enumerated in them, a good beginning has been made" (Report of Labour, 1914, p. 72).

In reporting on the extent to which training was taking place, the Commission found, "a beginning has been made in technical education in secondary schools in Montreal, Toronto, Hamilton, Sault Ste. Marie and Halifax" (Report of Labour, 1914, p. 72). Both Montreal and Toronto were carrying on evening classes, which were attended, "almost wholly by young men and women who are working in some factory or shop or office during the day, or are engaged in the building trades" (Report of Labour, 1914, p. 72).

The Nova Scotia Technical College, the University of New Brunswick and the Agricultural Colleges of Truro and Winnipeg were seen as institutions worthy of note.

Although the Commission saw evidence of institutions, "serving the population", and teaching courses including "the various branches of agriculture, household science and manual training", it gave no indication to what extent these programs were being carried out (Report of Labour, 1914, p. 72).

One thing the people of Canada made quite clear to the Commission was "that they expected further action to be taken in the near future in all provinces, with the result that the needs of the provinces would be set, needs that were indicated by the testimony of those who appeared before the Commission" (Report of Labour, 1914, p. 74).

In short, these needs were; guidance for career classes for all students past 12 years of age, occupational courses for boys over that age, which would give these boys preparation for their future work, which would be equivalent to what high schools were giving to boys going into the professions. Other needs that were referred to were; upgrading courses in mathematics and mechanical principles for those entering the trades; evening courses for all, more emphasis on advanced agriculture for rural children, courses designed for occupation in fishing and mining, and as well, home making (Report of Labour, 1914, p. 74).

There was also a perceived need for correspondence courses for persons who are unable to avail themselves of schools, and classes. The Commission was awed to find "that several hundred thousand dollars per annum have been paid for correspondence courses provided by American institutions" (Report of Labour, 1914, p. 74).

In its report the Commission explicitly referred to a cooperative relationship be developed between industry and vocational education, when it made the following statement: "Finally in establishing these courses and programs the people in the trades and factories should be consulated and a good relationship maintained between them and those who arranged the schools and classes" (Report of Labour, 1914, p. 74).

As a result of its findings the Commission made the following recommendations:

1. Two separate funds should be set up each for a period of ten years. The first consisting of \$350,000 a year for the purpose of "the promotion and support of drawing, manual training, nature study, experi-

mental science, and pre-vocational work, including domestic or household science, but not including the provision of buildings" (Report of Labour, 1914, p. 82).

2. The second fund to be called a Dominion Development Fund, was to be set up so "that the sum of \$3,000,000.00 be provided annually for the period of ten years" (Report of Labour, 1914, p. 82).

Both funds were to be distributed to the provinces in proportion to the population. The directions for expenditure of the larger funds stated that "not less than 75 percent" of it was "to be divided into nine portions in proportion to the population in each of the nine provinces as determined by the latest census, and allocated to each province accordingly for development undertakings therein" (Report of Labour, 1914, p. 83).

Money not used in one year could be carried over to the next year; but payment would only be made when an Efficiency Audit was received by the Dominion Development Commission. Money from the fund could be used to pay 75% of the cost of teachers, demonstrators, and others who were qualified to carry on Industrial Training and Technical Education. There could be exceptions to this rule with as little as one half the instructional costs being paid in the cities and three quarters of these costs being paid in rural locations. Under terms of the Commission's recommendations, scholarships, counsellors and advertising were supportable, but no money was to be allocated for school buildings, furniture, or consumable supplies.

Although the Commission submitted its report in 1913, the recommendations made by the Commission were not implemented by the

federal government until 1919, six years later (Bryce, 1970, p. 70). The advent of the first Great War of 1914-18 and the fact that the federal government passed an Act in 1913 supporting training in agriculture could have been important factors which led to the delay of implementing the recommendations of the Commission.

The Agricultural Instruction Act

The Agricultural Instruction Act became law on June 6, 1913 and according to Bryce (1974) it has been suggested that this bill was introduced by the Conservatives as a result of their promises of 1905 (p. 70). These promises had been made by the federal government as a result of pressures on the government early in the 1900's to 'do something' about vocational education in the nation (Bryce, 1970, p. 63).

Since Canada's society was mainly agrarian, it seems only natural that the federal government would provide money "for the purposes of aiding and advancing the farming industry by instruction in agriculture" (Statutes of Canada, 1913, p. 135). The preamble to this Act states:

Whereas it is desirable that encouragement be given to agriculture in all the provinces of Canada, and whereas great and permanent benefit will result through education and demonstration carried on along lines well devised and of a continuous nature...
(Statutes of Canada, 1913, p. 135, underlining mine)

There is no doubt that this Act was to be an important piece of legislation for the federal government, because of the commitment of the government to support agricultural instruction for a period of ten years, from 1913, up to and including 1923.

A sum totaling \$10,000,000.00 was allocated to the provinces and was to be spent in this way:

1. \$20,000.00 outright grant to each province.
2. An amount to exceed \$25,000.00 was to be shared among the provincial veterinary colleges, in proportion to their enrollment.
3. The remainder was to be paid in proportion to the latest decennial census (Statutes of Canada, 1913, p. 136).

Payments to the provinces were to be subject to federal approval and conditions, with appointed officers carrying out inspections and examinations of expenditures.

Although the federal government had very good intentions at the outset, it seems that the Act was very poorly administered. On this issue, Bryce (1970) wrote that despite the expenditure of \$10,900,000.00 over the 10 year life of the Act, the Act had few accomplishments to its credit (p. 71). Bryce (1970) further adds, it was not unexpected that the Liberal Government, which had succeeded the Conservatives to power in 1921, allowed the legislation to expire in 1924 (p. 71). Before the termination of the Agricultural Instruction Act, the federal government had committed itself to support further agricultural and vocational training in Canada, when in 1919, the Technical Education Act was passed.

The Technical Education Act

This Act became law on July 7, 1919. According to this Act technical education is defined as:

Any form of vocational, technical or industrial education or instruction, approved by agreement between the Minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein.
(Statutes of Canada, 1919, p. 665)

The Technical Education Act was to be in effect for 10 years and would allocate an aggregate sum of \$10,000,000.00 (Statutes of Canada, 1919, p. 665). Money was to be shared on a 50-50 basis and only for "that which the Provincial Government shall expend on technical education within such year" (Statutes of Canada, 1919, p. 666). No account would be taken for any liability or expenditure incurred prior to 1919, and after that date, only 25% of the grant portion to a province, could be used for acquiring "land, erecting, extending or improving buildings or supplying furnishings and equipment" (Statutes of Canada, 1919, p. 667). The provinces were required to submit an annual report to the Federal Minister of Labour that described the work completed in the technical education programs for the reporting year. Money was to be administered by giving an outright grant of \$10,000.00 to each province, with the rest of the funds shared in proportion to the population of the province based on the last decennial census (Statutes of Canada, 1919, p. 666).

Despite pleas from many segments of the Canadian society, the Act was allowed to expire on March 31, 1929. Bryce (1970) maintains that the objections of the Prime Minister at the time, had a detrimental effect on the cost sharing of vocational education (p. 84). Although the Act was allowed to terminate, extensions of five year periods were passed until 1949, at which time all of the provinces had claimed their share of the funds allocated under this Act. It is interesting to note that of the original \$10,000,000.00 that was allocated under the Technical Education Act, only \$7,964,535.00 was claimed after the first ten years by the provinces. The last claim made under this Act was paid

to the province of Manitoba in 1949 (Report of Labour, 1949, p. 54).

Vocational Education Act

This Act was never proclaimed because of lack of funds, and was repealed by the Vocational Training Co-ordination Act of 1942 (Young and Machinski, 1974, p. 23).

The Dominion - Provincial Youth Training Program

From September 22, 1930 to March 31, 1941, various federal and provincial schemes were entered into by both governments for relief and relief undertaking (Report of Labour, 1936, p. 6). During that time the Federal Government disbursed \$393,970,175.88 to the provinces, territories, and major companies as an incentive to provide work and to aid relief (Report of Labour, 1941, p. 110).

As part of the federal government's overall relief effort, the National Employment Commission, in 1937 recommended that \$1,000,000.00 be allocated by the Federal Government "for the purpose of initiating training and development projects for unemployed young people" (Report of Labour, 1937, p. 76). This effort became known as the Dominion - Provincial Youth Training Program and it was later integrated with the Youth Training Act (Report of Labour, 1940, p. 101, underlining mine). Under the terms of the Youth Training Act, program costs were to be shared between the Federal and Provincial Governments on a 50-50 cost sharing basis and projects were to be "designed to train and develop young men and women who were unemployed and in necessitous circumstances" (Report of Labour, 1937, p. 76). Further stipulations, for young men and women qualifying, were that "applicants were required to be between

the ages of 18 and 30 years, inclusive, and where possible, to have registered with the Employment Service of Canada" (Report of Labour, 1937, p. 77).

Youth Training Act

Essentially this was the Dominion - Provincial Youth Training Program which had been implemented in 1937. On March 31, 1940, through legislation, that Program became known as the Youth Training Act (Report of Labour, 1940, p. 101). During the three year period that the program was in effect, almost 118,000 youths had taken advantage of the program (Report of Labour, 1939, p. 7).

Under the terms of the Youth Training Act, the age group from 18 to 30 was to be served, and to participate individuals must have been unemployed.

Money under the Youth Training Act was to be spent on a 50-50 cost sharing basis with \$1,500,000.00 being allocated each year. The provinces were given full rein under the Youth Training Act to decide on courses and facilities, but claims and reports were to be submitted, and projects inspected by federal representatives (Report of Labour, 1940, p. 101). The Annual Report for 1940 goes on to state that:

The agreements were identical in each province, but appended to them were the schedules for specific training projects when such had been approved by the Dominion after submission by the province. (Report of Labour, p. 101)

However, the federal government did suggest courses that were to be offered and in 1940 it was encouraging the provinces to train air mechanics. This program was to be restricted to young men who expressed a desire to later join the R.C.A.F. as skilled mechanics (Report of

Labour, 1940, p. 102). Since Canada had joined World War II on September 10, 1939, this seemed a rather practical use of training facilities and federal money. As a further incentive for offering this program, the Federal Government would pay the province a sum of \$100.00 for every "air mechanic trainee who enlisted in the R.C.A.F. after January 1, 1940" (Report of Labour, 1941, p. 130). The Act also provided a maximum of \$200.00 in student aid annually to young people of proven academic merit, who were in financial need, to enter upon or to complete a course of training leading to a degree in a university (Report of Labour, 1941, p.130).

War Emergency Training Program

Under the War Measures Act and by an Order-in-Council, on September 11, 1940, the Federal Government assumed, with the exception of administration expenses, the full cost of all training programs (Report of Labour, 1941, p. 10). This new piece of legislation was titled War Emergency Training. Under this Program, the age of trainees ranged from 16 to 60, and anyone over 30 years of age would only receive training in the form of a "refresher course" (Report of Labour, 1941, p. 133). The Dominion would pay 100% of the cost for training skilled and semi-skilled workers for war industries and the armed forces. Administrative expenses were to be the responsibility of the provinces and any additional equipment required would be purchased on a 50-50 cost sharing basis (Report of Labour, 1941, p. 133). Training under this Act, was carried out in special Youth Training Centres as well as in the vocational shops of the regular technical schools (Report of Labour, 1941, p. 133). Trainees living away from home were paid a living

allowance of up to \$7 a week while those living at home received up to \$3 a week. Each trainee received between 400 and 500 hours intensive instruction and while doing so, worked an average of 44 hours a week (Report of Labour, 1941, p. 133).

In 1941, as a result of recommendations made by the Inter-Departmental Committee on Labour Co-ordination the allowances were increased and the training program was expanded. At this time Prince Edward Island, which had no training facilities of its own, began to send trainees to centres in New Brunswick and Nova Scotia, while bearing the cost of transportation between these destinations and the island.

At its peak, War Emergency Training was carried on in 90 centres across Canada. The Annual Report of the Department of Labour for 1941 describes the expanded program in this way:

Under the expanded programme, training was given in aircraft manufacturing, machine shop, sheet metal, welding (acetylene and electric), industrial chemistry, cooking (for women in Ontario for Army Auxiliary Services), electricity and radio mechanics, pattern making and power machine sewing (for women in Ontario). Special course for fine instrument repair were inaugurated at the Central Technical School, Toronto, Dalhousie University, and the University of British Columbia, and a tool improvers course at the Westdale School, Hamilton, Ontario. The usual length of courses was 3 months, except in the case of the special courses, which were of a somewhat longer duration. No courses were carried on in skills for which less than 4 weeks training is required. In training enlisted men referred to the schools by the Army, the instruction given was for blacksmiths, bricklayers, carpenters and joiners, concretors, electricians, engine artificers, machine shop fitters, draughtsmen, motor mechanics, plumbers and tinsmiths. (p. 134)

Under the Youth Training Act, no money was allocated to aid industrial plants to establish training programs. It was not until 1942 that provision was made for industry to establish training programs

and then only if the Dominion Supervisor of Training approved these special plant schools (Report of Labour, 1942, p. 38). On March 31, 1944 the Youth Training Act expired. Prior to its termination, on August 1, 1942, a new bill was passed that provided for vocational training in Canada.

The Vocational Training Co-ordination Act

The Vocational Training Co-ordination Act was to:

Carry on whatever types of training are needed for the war effort and for the continuation of approved projects formerly carried on under the Youth Training Act, 1939. It also provides for various types of training which may be desirable in the post-war period. (Report of Labour, 1943, p. 29)

This Act was the first to define the term "vocational training", and it was given this meaning:

"Vocational training" means any form of instruction the purpose of which is to fit any person for gainful employment or to increase his skill or efficiency therein, and without restricting the generality of the foregoing, includes instruction to fit any person for employment in agriculture, forestry, mining, fishing, construction, manufacturing, commerce or in any other primary or secondary industry in Canada. (Report of Labour, 1942-43, p. 179)

The Act was important to vocational education, not only because it attempted to "co-ordinate" all types of training, but it also provided for a Vocational Training Advisory Council, which was to advise the "Minister of Labour on matters relating to vocational education" (Glendenning, 1968, p. 37). The Vocational Training Advisory Council was to be made up of 16 members who would represent employers, employees, technical education, women's organizations, agriculture, war veterans and adult education (Glendenning, 1968, p. 37).

The Act allowed and indeed made provision for, individuals to attend school and receive unemployment insurance benefits (Statutes of Canada, 1942, p. 179). When originally passed the Act was to provide for and to:

1. Fit persons for employment for any purpose contributing to the efficient prosecution of the war whether in industry or in the armed forces.
2. Train for any gainful employment those former members of the armed forces eligible and approved for training by the Department of Veterans Affairs.
3. Fit unemployed persons for gainful employment.
4. Fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada. (Bryce, 1970, p. 99)

Bryce goes on to describe the types of training carried out under the Vocational Training Co-ordination Act when he wrote:

1. Any of the vocational training projects noted previously but initiated in this case by the Provinces.
2. Approved projects formerly conducted under the Youth Training Act of 1939.
3. Vocational training projects for the conservation or development of provincial natural resources.
4. Projects of apprenticeship training recommended by the Vocational Training Advisory Council.
5. The development and carrying on of vocational training on a level equivalent to secondary school level. (1970, pp. 99-100)

It is interesting to note that the Vocational Training Co-ordination Act was the last major Act passed by the Federal Government in relation to vocational and technical training until the Technical and Vocational Training Assistance Act was passed in 1960. However, during

the interm period from 1942 to 1960, there were eight major agreements signed between Ottawa and the provinces. The Vocational Training Co-ordination Act was the Decree by Parliament under which vocational training was to be carried forward, while the various agreements covered different areas and aspects of vocational training, and usually dealt with a special need. All of the agreements passed from 1942 to 1960, were authorized under the Vocational Training Co-ordination Act of 1942. A brief description of each agreement will be given under the heading, which will indicate its title.

Re-establishment Training Agreement

Although the retraining of discharged veterans was being provided for as early as 1941, agreements were not signed with the provinces until 1945 (Glendenning, 1968, p. 41). Bryce (1970) alleges that the Re-establishment Training Agreement was constructed as a result of an anticipated high level of dislocated "workers from war industry made dormant by the return of peace" (p. 101).

Facilities, ranging from special centres to on-the-job training, were used to train returning veterans or civilians who were in war production industries. The program peaked in 1946 and from 1943 to 1948 some 133,848 veterans availed of the service (figures taken from table by Glendenning, 1968, p. 41). The initial proposal, of the federal government, stated that it was to pay 75% of the training costs. Later, on its own initiative, the federal government assumed responsibility for the full cost of approved training (Bryce, 1970, p. 102).

The Re-establishment Training Agreement extended to March 31, 1948 and during its life the federal government paid up to \$1,500,000.00 a year for vocational training.

Apprenticeship Training

Apprenticeship Training had been discussed and urged as part of the national training program in the early 1920's (Glendenning, 1968, p. 37). In spite of this, it was not until 1944 that legislation was passed to enact "organized training programmes in industrial establishments" (Report of Labour, 1952, p. 70). In order to qualify for federal support the provinces must have passed legislation enacting a Provincial Apprenticeship Program. Consequently apprenticeship agreements were signed in Nova Scotia, New Brunswick and Ontario in 1944, with Manitoba, Saskatchewan, Alberta and British Columbia signing in 1953. Newfoundland and the Northwest Territories signed agreements in 1952, while Prince Edward Island joined in the program in 1962 (Glendenning, 1968, p. 38).

Under this program costs were to be shared on a 50-50 cost sharing basis and all apprentices were to be registered and given a provincial certificate, upon completion of their indentureship (Glendenning, 1968, p. 38).

In 1952, both the National Council on Manpower and the Advisory Committee on Vocational Training recommended that the program be expanded (Report of Labour, 1952, p. 70).

From 1944 to 1961, some 128,662 apprentices enrolled in the program and federal expenditures were in the range of \$12,583,645.72 (taken from two separate tables given by Glendenning, 1968, pp. 39-40). The Apprenticeship Training Program was to become one of the major training modes for the service industry in Canada and this program is still in existence in 1979.

Vocational Schools Assistance Agreement

Proposed to last 10 years, this Agreement was passed on April 1, 1945 with the expressed purpose of giving "financial assistance to the provinces for vocational training on the secondary school level" (Report of Labour, 1946, p. 57).

The Agreement authorized an annual allotment of \$2,000,000.00 with an annual grant of \$10,000.00 going to all provinces with the exception of Prince Edward Island, which was to receive \$5,000.00 (Report of Labour, 1946, p. 57).

Costs were to be shared on a 50-50 basis and monies were to be "allocated among the provinces in proportion to the number of young people in the 15 to 19 year age group" (Glendenning, 1968, p. 42). Money would not be given to support any "courses in grade 9 or below", with the one exception, that if a grade 9, 50% of the time was devoted to vocational subjects, the program could be supported (Glendenning, 1968, p. 43).

An additional allotment of \$10,000,000.00 was available on a matching basis provided that:

1. The money was used on capital expenditure and building before March 31, 1948.
2. Veterans and industrial workers needing rehabilitation would have priority in the use of all facilities furnished by the fund. (Report of Labour, 1946, p. 57)

This was the first time that the federal government had ever become involved in education on the secondary level and to avoid problems:

The Order in Council stipulated that the agreement include a clause adequately protecting provincial

autonomy in the field of education and in the control and administration of vocational schools. (Glendenning, 1968, p. 43)

This Agreement actually lasted for a 12 year period, which extended to 1957, and approximately \$33,000,000.00 was spent during that time. Glendenning (1968) maintains that one-third of this amount was spent on facilities, while the rest was used for operating expenditures and allowances to trainees (p. 44).

Vocational Training Agreement

The Vocational Training Agreement which came into effect on April 1, 1948, was an attempt by the Federal Government to consolidate many of the existing training schedules under one agreement (Glendenning, 1968, p. 46). After this Agreement became law there were only three agreements that covered all types of training in Canada. These functioning agreements were the; Apprentice Training Agreement and the Vocational Schools Assistance Agreement, plus the "new" Vocational Training Agreement (Report of Labour, 1950, p. 38).

Under the Vocational Training Agreement the various schedules were combined into the following:

- (a) Training of War Veterans - Schedule "L"
- (b) Training of Unemployed and Disabled Persons - Schedule "M".
- (c) Training of Young People from 16 to 30 years of age - Schedule "O".
- (d) Training of Foremen and Supervisors - Schedule "Q".
- (e) Training of Personnel of Armed Forces - Schedule "K" 1. (Report of Labour, 1952, p. 63)
- (f) Training of Workers for Defence Industries - Schedule "R". (This article was not included in the original table of the 1952 Annual Report of the Department of Labour, but was added by the author using information that was taken from the 1955 Annual Report of that Department, p. 65)

Schedules "K" 1 and 2 were added in 1952, while Schedules "L", "M", "O", and "Q" were in the original Vocational Training Agreement of 1948. Training of Disabled Persons was not added as a schedule until 1955. The Federal Government paid 50% of the costs of Schedules "M", "O", "Q", and "R"; 75% of Schedules "K" 2 and 100% of Schedules "L" and "M" (compiled using information from Report of Labour, 1952, p. 63 and Report of Labour, 1955, p. 65).

Originally intended to expire on March 31, 1950, this Agreement was renewed for an additional three years to 1953 and in 1953, was extended for one more year to 1954; and finally the Agreement was extended to and was phased out, in 1959 (Report of Labour, 1956, p. 68 and 1958, p. 72).

Vocational Correspondence Courses Agreement

This Agreement was originally intended to be in effect from April 1, 1950 to March 31, 1955, but was later extended to March 31, 1961. The sum of \$125,000.00 was allocated to cover this period, but up to March 31, 1961, only \$94,920.65 had been claimed by the provinces (Glendenning, 1968, p. 47).

Under the Vocational Correspondence Courses Agreement, the federal government would refund 50% of the cost, incurred by any province in preparing a new vocational correspondence course, or revising an old one (Report of Labour, 1951, p. 74). All provinces participated except Newfoundland and Prince Edward Island, and the 1951 Annual Report of the Department of Labour included this statement, to show why these two provinces did not participate in the Agreement:

As it was recognized that Newfoundland and Prince Edward Island had not the means of preparing corre-

spondence courses, the other provinces expressed a willingness to extend the benefits of the agreement to residents of Prince Edward Island and Newfoundland. (p. 75)

At the time that the original Agreement expired in 1961, it was brought under terms of the Technical and Vocational Training Assistance Act and is still available in some provinces today.

Vocational and Technical Training Agreement No. 2

This new Agreement became effective on April 1, 1957, and replaced the 1948, Vocational and Technical Training Agreement, that was allowed to expire on March 31, 1957 (Report of Labour, 1957, p. 65). Under Agreement No. 2, \$25,000,000.00 was provided exclusively for capital assistance with preference given to the building and equipping of technical and trade institutes. Monies from this Agreement could also be used on approved vocational training programs and projects in secondary schools and special training centres (Report of Labour, 1957, p. 65).

An additional \$15,000,000.00 was provided for the five year period and was subject to the following rules:

1. An initial allotment of \$30,000.00 was to go to each of the provinces, with the territories receiving \$20,000.00 each.

2. The balance would be shared on the basis of population in the age group 15 to 19 years inclusive.

3. The Federal Government would pay up to but not more than 50% of the provincial expenses on approved projects or programs (Report of Labour, 1957, p. 66).

Under the terms of the Agreement, not more than 50% of the annual allotment to a province, could be spent on buildings and equipment, and

not more than 70% of this allotment, could be spent on operational costs of vocational and composite schools. According to Glendenning (1968) at least 10% of the annual allotment had to be spent on technical training or trade and occupational training and at least 2% had to be spent on teacher training for trades and technical areas (p. 48).

Of the total \$40,000,000.00, that was allocated in 1957, only \$16,946,800.44 had been claimed by the provinces by March 31, 1961 (From a table in Glendenning, 1968, p. 48).

Special Vocational Training Projects Agreement

This "special" Agreement was struck by the Federal Authorities for the purpose of "incorporating the Vocational Correspondence Courses Agreement and permitting continuation of projects formerly carried out under this and the former Vocational Training Agreement" (Report of Labour, 1950, p. 69). Under the Special Vocational Training Projects Agreement, Schedules "K" 1 and 2 of the old agreement were combined to become Schedule "K", which covered training for all Armed Forces Personnel. Schedules "L" and "O" which respectively covered training of veterans and 16 to 20 year olds were dropped. Of the original agreement, only Schedules "M", "R", and "Q" were left unchanged and these covered the unemployed, disabled, and supervisory personnel respectively. Added to these were the new Schedules of "C", "G", "H", and "P". These were to serve the following purposes:

Schedule "C" - Vocational Correspondence Courses, of which the Federal Government paid 50% of the cost incurred in preparing and revising these courses (Report of Labour, 1960, p. 73).

Schedule "G" - Training of Federal Government Employees, with Ottawa paying 100% of the cost (Report of Labour, 1960, pp. 71-74).

Schedule "H" - Student Aid of which Ottawa paid 50%.

Schedule "P" - Training in Primary Industries and in Homemaking.

This program was designed to fill the gap left by dropping Schedule "O", of the Vocational Training Agreement, which provided for 16 to 30 year olds (Report of Labour, 1960, p. 72).

There were no sums of money allocated for use under this Agreement and projects were to be "subject to the limit of funds voted annually by Parliament" (Report of Labour, 1960, p. 71). As of April, 1961, this Agreement and its Schedules were incorporated into the Technical and Vocational Training Agreement, which in turn was authorized under the legislation which had created the Technical and Vocational Training Assistance Act of 1960 (Report of Labour, 1962, p. 75).

Technical and Vocational Training Assistance Act

The Technical and Vocational Training Assistance Act (T.V.T.A. Act) of 1960, was the first Act pertaining to vocational training, to be passed since the Vocational Training Co-ordination Act of 1942.

Since Newfoundland had not joined Confederation until 1949, much of the first money which it received from Ottawa to teach vocational education courses, was made available to the province, under the terms of the 1942 legislation. The vocational education system in Newfoundland, as it is known today, was built with money obtained under the 1960 Act. This Act, and its stipulations, will be covered in Chapter 4, when the growth and development of Newfoundland's vocational edu-

cation system is discussed.

Chapter Summary

The federal government became involved in vocational education in 1910. From 1913, various Acts and Agreements were passed by the federal government, with the purpose of providing incentives to the provinces, so that they in turn would provide training schemes for the country's work force.

Newfoundland had not been able to take advantage of these schemes until 1949, since it did not become a Canadian province until March 31, of that year.

Chapter 4

DEVELOPMENT AND GROWTH OF VOCATIONAL EDUCATION IN NEWFOUNDLAND

This chapter will introduce the reader to the early educational efforts made in Newfoundland by some of the various voluntary organizations. Some of the economic conditions in Newfoundland will be discussed, both during and after World War II. The educational efforts of American personnel in particular, and the influences of the Second World War, on the Newfoundland people in general, will also be discussed.

The conditions that led to the establishment of Newfoundland's first vocational school, and the growth of the school can be found in this chapter. Finally a description of the expansion of the vocational education system in Newfoundland after 1960, is included as part of the contents of this chapter.

Early Settlements

For reasons already discussed in the second chapter, many of Newfoundland's early inhabitants settled in the most secluded and isolated areas of the island. Survival under this type of self-imposed exile was only possible because of the fact that fish were so abundant and one could easily and readily catch enough to sustain a family, without having to be exposed to the outside world. In most cases, no trade was carried on with anyone outside of these isolated settlements. As a result many of the amenities of life were unheard of or considered unnecessary luxuries.

In discussing the lack of services in these settlements, Rowe (1964) wrote that "generation after generation lived and died without

benefit of church, schools, or anything else that could be considered a civilizing influence" (p. 25).

There is evidence that suggests, that in some of these communities, efforts had been made to pass on some sort of basic education to a small segment of the younger population. These educational efforts were entirely due to the concerns of individuals, who themselves, had acquired an education before migrating to Newfoundland. There were towns on the island where not even one person possessed an education of even the most basic nature. In fact, Rowe (1976) in his book, Education and Culture in Newfoundland, describes a visiting member of the clergy, who discovered inhabitants unable to contact relatives for as long as twenty years, because of the fact that not one person in the community could write a letter (p. 21).

Early Schools

The first schools operated in Newfoundland, were run on a voluntary basis and without government support. Many of these schools were the result of efforts exerted by church organizations, who undoubtedly saw Newfoundland as a place inhabited by heathens, and schools as a method of easing the suffering of the island's poor. These schools were called "Charity Schools" and classes were often taught on Sunday, because this was the only day when children were free from their fishing duties. The Society for the Propagation of the Gospel, The Society for Improving the Condition of the Poor in St. John's, The Benevolent Irish Society and The Society for Educating the Poor of Newfoundland, which later became known as The Newfoundland School Society, were all involved in the early efforts of educating the needy in Newfoundland.

The schools operated by these organizations all made an attempt to teach the three R's and efforts were also made to teach some sort of "industrial training", but according to Rowe (1952) exhaustive searches have failed to uncover any details about this part of the curriculum (p. 33).

These societies forced the issue of education in Newfoundland and by the turn of the nineteenth century some private schools began to appear in the larger towns. These private schools catered to the "well to do" and Rowe (1976) describes the curriculum in these schools as "both practical and imaginative, verging at times on the overly ambitious" (p. 18). Besides the traditional academic subjects; bookkeeping, navigation, fancy work, velvet painting and etching on glass were offered (Rowe, 1976, p. 19).

In 1836, the first Education Act was passed in Newfoundland and in 1853 the government provided money for the establishment of "commercial schools". These schools were to provide courses to older pupils and were to teach such subjects as; history, geography, navigation, and industrial employment. Rowe (1976) maintains that "these schools were dismal failures because neither the teacher not the facilities were adequate to the need" (p. 20).

These efforts signified the extent to which education in the "vocational" sense, would be offered to Newfoundland students for the next 120 years.

Conditions in Newfoundland (Pre World War II)

It was during the Second World War, and also within the period that Newfoundland was governed by the Commission of Government, that

the issue of vocational training came to the forefront in Newfoundland. The Commission of Government was an appointed body, that functioned under the direction of England. One might question how effective this body was in influencing and establishing new policy. In fact, Lord Ammon, who visited Newfoundland in 1943, wrote that many of the people were very dis-satisfied with the policies of the Commission of Government. He maintained that generally the commissioners were of "the wrong type" and if a good man was appointed, he was soon to be recalled to England. The people felt out of touch with the Commission and they also felt that no efforts were been made by the body to instruct them in carrying out local government. The last grievance stated by Ammon was that "social services had been undeveloped or left neglected" (1944, p. 10).

However ill regarded, the Commission did have some credits to its record. In 1943, the Commission was responsible for passing the first compulsory school attendance legislation, which required students to remain in school until age 14 (Rowe, 1976, p. 22). The Commission was also responsible for arranging meetings between representatives of the fishermen and the merchants for the expressed purpose of establishing a price for fish; before the fishermen set out for his seasons catch (Ammon, 1944, p. 7). This act has no precedent because up to this time a fisherman never knew what price his catch would bring, until the catch was presented at the premises of the merchant. Then the price for the fish was set by the merchant and this spur of the moment decision could result in the price being either high or low, depending on the whim and the mood of the merchant at the time. Since the fisherman was dependent on the merchant to extend him a line of credit

and to sell him goods, there could never be any argument about price. This situation becomes even more despotic when one realizes that normally there was only one merchant in each Newfoundland community.

The researcher discussed this practice with his grandfather, who was a fisherman all his life. He maintained that year after year and season after season, when he would "settle up" with the merchant in the fall, if he only owed him a couple of dollars, then things weren't too bad. Should this be the case, for the coming winter he would purchase groceries on credit, and in turn commit himself to pay for these groceries with next summers catch. As a result of this "truck" system many Newfoundland fishermen never saw a dollar of "hard" cash. This situation, coupled with the hardships of the fishing industry, caused many Newfoundland fathers to discourage their sons from becoming part of the fishing industry.

In order to earn additional money during the winter months, many fishermen would work in the woods with the lumber companies. This additional employment for many was the only opportunity to earn "real" money and to obtain the needed essentials which permitted these people to live above the poverty level. If the fishing season was bad and the fisherman had a large family, he might have been forced to turn to the government for "the dole", (relief or welfare) which amounted to 6¢ a day; per family.

In 1939, the year that the Second World War broke out, 59,187 of Newfoundland's 290,000 total population was existing on this form of government support (Noel, 1971, p. 242). The war was soon to change this situation and provide jobs to many Newfoundlanders, who were both underemployed and unemployed.

Some Influences of the War on Newfoundland

Noel (1971) maintains that the first major impact of the war on Newfoundland was to further impoverish the people, because "in 1940 the Finance Commissioner again raised taxes and announced a drastic retrenchment in public expenditure" (p. 242). Because of land rental agreements, signed between England and both the United States and Canada, the economic situation of the island changed dramatically when money from these rentals began to fill the public coffers. In a few short years the economy of Newfoundland became buoyant and by June 1942, \$38,000,000.00 had been transferred from the island to London, to be added to Britain's reserves. By January, 1944 an additional loan of \$10,300,000.00 had been made to England by the Commission of Government. This money was given on an interest free basis (Noel, 1971, p. 243).

Instead of using this money to provide much needed services in Newfoundland, the Commission was content to practice austerity and send the surplus dollars to England. This was done without public protest because for the most part the people of Newfoundland were too grateful for the measure of prosperity the Americans had brought them, and too patriotic to complain (Noel, 1971, p. 243). Noel also maintained that the outbreak of the war saved the Commission and that the presence of allied military personnel diverted attention away from the Commission and "for the duration" the problems which had confronted the Commission were set aside (1971, p. 243).

In 1942, the country of Newfoundland had for the first time in its entire history reached the state of full employment. Everyone had some type of a job, construction on the island was booming and a number of Newfoundlanders were working on the military bases as truck

drivers or service personnel.

The Americans Become Involved in Education

The American military authorities immediately became aware of the educational deficiencies of many of the Newfoundland civilians who had found work on their bases. These military personnel soon realized that many of these civilian personnel were deficient in both formal schooling and vocational skills. To help offset these problems, a branch of the Army Services began working with these individuals and at the Stephenville base "a well stocked library" was made available to them (Report of Education, 1945-47, pp. 68-69). At the Argentia base, typewriting, shorthand, bookkeeping, elementary and advance English, elementary arithmetic and mathematics, and Newfoundland geography were taught to civilian personnel. Educational efforts at both of these bases were carried out in conjunction with the Adult Education Division of Newfoundland. For a number of years, this Division had been making efforts to try and alleviate the illiteracy rate among adults in remote areas by teaching them basis communication skills.

At the Argentia base, the Americans provided excellent facilities for the use of adult students and the 1945-47 Annual Report of Education states that:

Five classrooms, as well as a staff office, well lighted and heated, equipped with tables, desks and comfortable chairs, the use of nineteen typewriters, a school bus for women students were placed at their disposal. (pp. 68-69)

Sometime during the latter part of 1943 and the beginning of 1944, Fort Pepperell, the American base in St. John's, the United States authorities initiated and carried out "a scheme of technical education

for Newfoundlanders" (Ammon, 1944, p. 15). Efforts were also made by base personnel "to awaken a greater awareness of the need for 'Thought for Tomorrow', when jobs on the bases no longer existed" (Report of Education, 1945-47, pp. 68-69).

Because of the lack of reference materials, educational efforts at other American bases cannot be reported. But as one who has worked in construction camps where many of the workers received their training while working with the Americans, it can be stated that these workers had the highest regard for the trades and skills they acquired while in the employ of the Americans, both during and after the war.

Training Programs of Newfoundland Companies

At this time in Newfoundland's history there were no public education facilities where a trade, or skills associated with a trade, were being taught. A loosely organized apprenticeship system was set-up by the larger companies operating in Newfoundland. These quasi-apprenticeship programs, organized by the railway, paper and to a lesser extent the mining companies, were operated by the individual companies because of their need to produce and train competent staff to fulfill their skilled manpower needs (May, 1968, unpublished speech).

These efforts signified the extent to which "vocational education" had grown in Newfoundland in the years preceding World War II. May (1968) points out that the success of this loosely organized and inadequately controlled system depended largely on the self interest of the apprentices and the voluntary interest of others (unpublished speech).

In 1939, only 10 apprentices graduated to journeyman status in Newfoundland and May in his speech maintained that "something of a more

formal and organized nature had to take its place" (1968, unpublished speech).

The Need for Vocational Education

May's opinion was shared by many Newfoundlanders who were concerned about the inadequacies of their school system and for many Rowe (1976) stated it well when he wrote:

It is one of the ironies of educational history that from the first days of organized educational activity in Newfoundland the need for developing vocational and technical opportunities was stressed over and over; yet in spite of the recognition of this need in a country where fishing and other maritime activities predominated, and in spite of the obvious sincerity of those who stressed that need, the results were frustratingly insignificant, although in a few specialized areas some success did ensure.

The one-sidedness of Newfoundland's emphasis on academic education was obvious to most interested persons, but in view of the prevailing poverty and the insistent demands for ordinary school facilities at the elementary levels, neither the successive governments nor the denominational authorities cared to assume the staggering financial burden that a comprehensive modern vocational education programme would have entailed. (p. 111)

As early as 1942 the government realized that returning veterans would need to be retrained and decided that some form of retraining program was necessary (Rowe, 1976, p. 111). These returning veterans were the catalyst that actually forced the issue of vocational education in Newfoundland, and one which resulted in government action being taken on this area for the first time.

The Forecasted Need for Vocational Education

Back in 1938, Mercer in his master's thesis forecast the need for vocational education when he wrote the following:

Newfoundland has no vocational school. The Newfoundland curriculum makes no provision for pre-vocational courses. There is need for vocational education nevertheless. (p. 7)

Mercer was commenting on the needs of the secondary school system when he made his remarks, but they were also true of the post-secondary system as well. He also wrote that the need for vocational education had been documented by a government official in Newfoundland, in 1938. This official, the Hon. J. H. Gorvin, conducted a survey into this topic and in September, 1938, submitted his report to the Commission of Government. Mercer, quoting from Gorvin's report, credits Gorvin with writing:

There is a vast uncovered field in technical education for men, and household management for the women. In Iceland, for example, provision is made at various centres for technical education in modern fishery methods and in agriculture and horticulture, and steps should be taken in this direction at one or two strategic points in Newfoundland, for example, Fogo in the case of fishing and Stephenville in the case of agriculture.

Closely related to the problem of education and effecting all branches of reconstructional activity is the problem of maintaining in the country an adequate supply of skilled workers. It is necessary to encourage young men by a system of apprenticeship to take up skilled trades. (1938, p. 7)

Mercer continues:

Within a few months after making this survey, the Honourable Mr. Gorvin was appointed by his Majesty the King as Newfoundland's Commissioner for Natural Resources. It is expected that the new Commissioner will make possible some sort of industrial education. (1938, p. 7, underlining mine)

It is not known how much influence Gorvin had in pursuing the cause of "industrial education", but Phillips (1957) in discussing the spread of vocational schools during the Second World War mentions an interesting event that took place in Newfoundland in 1940 when the former Director of Vocational Education for New Brunswick, Fletcher Peacock, was invited to visit the island and make recommendations (p. 210).

One year later, in the 1941 Annual Report of Education, the Secretary of Education, Mr. L. W. Shaw, under the topic of "Vocational and Technical Education" wrote the following:

A balanced programme of education is essential to any country seeking to develop, on the one hand all its youth, and on the other its natural resources. An educational programme is not properly balanced until it is made broad enough to include as an integral part of it activities of a vocational and technical nature. Newfoundland is a country rich in youth and rich in natural resources, but with a school programme which includes but little of a technical nature. Such a situation presents an urgent challenge to balance the programme by inaugurating school services designed to develop the youth, especially of high school age, who are of a practical turn of mind through courses of a vocational and technical nature. Such a service would, in turn, lead to the development of the natural resources:- Agriculture, Fishing, Forestry and Mining. Conservation and growth in both human and natural resources would thus go hand in hand. The necessity for the immediate inauguration of such a programme takes on added significance when the civil re-establishment of the men of the armed forces is considered.

It is true that education of this type is more expensive than the so called academic courses by approximately 40%. In the long run, however, no country can afford to neglect the equalizing of educational opportunities to the end that all its youth may be adequately trained. Only thus will be in a position to apply science and skill to the development of the physical resources.

Newfoundland needs an educational programme enlarged to include the vocational and technical. To the evolving of ways and means. The Department is giving much thought and attention. (pp. 29-30, underlining mine)

The Department of Education might have considered initiating a vocational education program, but it seems that this much needed "program" was to be instituted from another department. The Department that initiated vocational education in Newfoundland, was the Department of Home Affairs, which was responsible for returning veterans and their retraining. In 1942, the Department of Home Affairs established a subdivision, which was called "Vocational Training and Civil Re-establish-

TABLE 1

EXPENSES OF CIVIL RE-ESTABLISHMENT AND VOCATIONAL TRAINING

APRIL 1, 1943 TO MARCH 31, 1946

	<u>1943-44</u>	<u>1944-45</u>	<u>1945-46</u>
Traveling Expenses, Staff	\$ 1,000	\$ 1,000	\$ 2,000
Traveling Expenses, Committee		1,500	1,500
Education and Training	10,000	10,000	50,000

TABLE 2

RELATED EXPENSES OF CIVIL RE-ESTABLISHMENT AND VOCATIONAL TRAINING

APRIL 1, 1946 TO MARCH 31, 1949

	<u>1946-47</u>	<u>1947-48</u>	<u>1948-49</u>
Educational and Training Courses, including fees, etc...	\$ 30,000	\$ 21,500	\$ 17,000
Vocational Training including instructors salaries	54,500	200,500	115,000
Maintenance ^b and Unemployment allowances	400,000	400,000	150,000
Traveling expenses of Candidates	20,000	25,000	16,500

b

It is not known if these figures apply only to veterans attending vocational training courses in St. John's.

ment" (Phillips, 1957, p. 210).

The Planning Stages of the New Vocational Program

The period from 1942 to 1946 was spent by the Vocational Training and Civil Re-Establishment Division in determining the type of training program that it would inaugurate for returning service personnel. The expenses of the Division for this period on "Education and Training" amounted to \$70,000.00. (See Table 1). At this time there were no trades courses available, consequently servicemen being sponsored must have attended either Adult Education Classes or regular classes at Memorial University College.

To help determine the types of courses it would initiate, the Division approached the Newfoundland Federation of Labour and asked it to appoint practical tradesmen who would serve on a committee. The representatives who would serve on this committee were to advise on the courses so that they would apply to Newfoundland industry. Requests were made for representatives from the trades of; machine shop practice, carpentry, plumbing, sheet metal work, diesel engineering, motor mechanics, and electrical work. This request was adhered to, but no representatives were appointed to the committee from the trades of motor mechanics and sheet metal work, the reason given for this was "there are no trade union organizations embracing these trades" (Newfoundland Federation of Labour Annual Report, 1946, p. 18).

Although it cannot be documented, it might be assumed that the committee included representatives from the industries concerned and from the Department of Home Affairs.

With assistance from this committee, the Division determined the

approach that it would take toward "vocational training" for veterans. To initiate such a training program, a request was made of England to send trade personnel to Newfoundland, who could become actively involved in the vocational training program.

A group of trade personnel who could teach were sent from England to fill this need and, according to May (1968) these individuals "were hand picked and fully trained before they came here" (unpublished speech). These instructors were placed in the school, under an agreement with England, whereby they were on contract to the Newfoundland Government. Because of this contractual agreement, these instructors were considered as contractual employees working within the frame work of the civil service (May, 1968, unpublished speech).

This importation of English instructional personnel to work in the "proposed" institution did not meet with the approval of some segments of Newfoundland society. In fact, the Newfoundland Federation of Labour, the same group which had helped determine the courses to be taught at the institution, took exception and lodged a formal complaint "to the Director" (Newfoundland Federation of Labour Annual Report, 1946, p. 18). In its Annual Report to the general membership of the union, the Executive Council took issue on the importation of these instructors:

And protested to the Director against such importation as it was held that Newfoundlanders should be given the opportunity to qualify for the positions. We were informed that the instructors, being experienced teachers, were imported to start off the courses and it was the intention as the courses advanced to choose instructors from the more successful students. (Newfoundland Federation of Labour Annual Report, 1946, p. 18)

Although this grievance was registered by the Federation of Labour, no record could be found of any other action that the union had taken to

alleviate this problem.

The First Vocational School is Opened

When Hart and his group of English instructors arrived in Newfoundland, they immediately began to transform a building vacated by the Navy into Newfoundland's first vocational school. This building boarded on the waterfront and was located on the south side of St. John's harbour (May, 1967, p. 173).

Work on both this building and the programs of studies to be offered progressed quite satisfactory and on April 1, 1946, the "Vocational Institute for Ex-Servicemen" enrolled its first veteran students (Report of Education, July 1949 to June 1950, p. 146).

This institution which was commonly called the "Ex-Servicemen's School" offered a full compliment of seven courses, that included; machine shop practice, diesel engineering, motor mechanics, carpentry and joinery, electrical work, plumbing, pipefitting, oil furnace heating, and sheet metal work (Rowe, 1976, p. 111) (Newfoundland Federation of Labour Annual Report, 1946, p. 18). After the program started, an additional three new courses were added, which brought the total number of courses offered to 10. These additional courses were refrigeration, bricklaying, and plastering (Report of Education, 1949-50, p. 146).

The 1949-50 Annual Report of Education describes the program as "an intensive six months course of training", at the end of which, diplomas were awarded to those individuals who "successfully passed tests and examinations in practical work and theory" (p. 146). Of the 600 veterans who took advantage of these courses from April 1, 1946 to December 31, 1948, 525 qualified for such a diploma.

There were no theory teachers as such employed with the school and the trade instructors were responsible for teaching both the theory and the practical, that was associated with a specific trade. In an interview with the researcher, May explained this situation:

Question:

The model that was used to train students, where we had the academic courses plus the trade courses incorporated, was that a model that Hart set up in the Vocational Institute itself?

Mr. May:

No. That's another interesting topic. The Ex-Servicemen's School was a completely practical school. There was no academic courses or no related courses given at the time. You went in to learn auto mechanics, you learned auto mechanics! You didn't learn the mathematics related to auto mechanics, what there was of it was integrated in the auto mechanics course. (comment by interviewer - In the classroom itself?) In the shop - in the old school on the south side - I don't suppose there were two classrooms in the building. (June, 1978)

On December 31, 1948, the training programs of the Vocational Institute for Ex-Servicemen were brought to a close and some of the original staff returned to England (Report of Education, 1949-50, pp. 146-147). Although a majority of the staff did return to England, Mr. Hart and a few teachers, remained in Newfoundland to carry on a reduced program for the benefit of civilians.

The First Vocational Program for Civilians

When the decision was made to close the Institute, it caused so much controversy that authorities decided to keep it open for the benefit of civilians, on a one year trial basis (Rowe, 1976, p. 112).

In an effort to determine the probable demand for vocational courses from civilians, advertisements were placed in the media informing the public that applications were being received. In response to

these advertisements, some 262 applications were received competing for a possible enrollment of 64 day student places and 79 evening students places (Report of Education, 1949-50, p. 146).

The Vocational Institute for Ex-Servicemen, was renamed the St. John's Vocational Training Institute, and with Mr. Hart, still its Manager, it now operated on a curtailed program of five courses. These courses were; diesel engineering, motor mechanics, carpentry and joinery, electrical work and bricklaying (Report of Education, 1949-50, p. 147). Students who were registered as evening students, had the opportunity to receive instruction in seven courses which included; diesel engineering, motor mechanics, carpentry and joinery, electrical work, bricklaying, machine shop practice, and boat building (Report of Education, 1949-50, p. 147).

The educational program that was offered at the St. John's Vocational Training Institute to civilians was structured along the same lines as the program that was made available to veterans. The one major difference was that although the program was of six months duration civilians were enrolled for a three month time period. In order to complete a six month course the student had to re-enroll for the second three months after completing the first three months. The program was structured in this manner because of:

1. The uncertainty of the continuation of a vocational program in Newfoundland.
2. Students from outside St. John's were not given any financial assistance and therefore found it difficult to stay for longer periods. (Report of Education, 1950-51, p. 147)

The lack of financial assistance to students contributed to the fact that of the 88 full time day students who enrolled in the school

during the first year, only 39 completed their six month course (Report of Education, 1949-50, p. 148). This represented a dropout rate of 56% for the inaugural year of 1948-49.

Newfoundland Joins Confederation

Since October, 1946 a National Convention had been holding periodic meetings in the capital city, St. John's. The purpose of these meetings was to decide Newfoundland's future form of government (Eggleston, 1974, p. 13). Negotiations were also being held with Ottawa, on the prospect of Newfoundland joining Canada as the tenth province.

While these negotiations were being carried out a restricted vocational program was conducted by the Division of Vocational Training and Civil Re-Establishment of the Department of Home Affairs (see expenditures for this year in Table 2).

As negotiations with Ottawa proceeded, the Federal Department of Labour sent several of its officials to Newfoundland to discuss labour matters with the provincial officials in anticipation of Confederation, which finally took place on March 31, 1949 (Report of Labour, 1948, p. 17). As a result of this visit the decision was made to extend the services of the Federal Department of Labour to Newfoundland as soon as possible after Confederation (Report of Labour, 1948, p. 17).

There is no doubt that the benefits which Newfoundland would receive from Canada in the area of vocational education were known to many Newfoundlanders as early as 1946. In support of his argument for Newfoundland joining Canada, Joseph R. Smallwood who later became the province's Premier, outlined in a letter to the Editor of the Daily News, the federal program for support of vocational education.

In his letter of March 5, 1946, Smallwood talked of the cost sharing arrangements for technical and vocational education which Ottawa extended to other provinces of Canada. Smallwood pointed out that after Newfoundland became a province of Canada these same benefits would be extended to Newfoundland (Smallwood, 1967, p. 43). On March 31, 1949, Newfoundland became the tenth province of Canada and the next day the St. John's Vocational Training Institute was placed under the jurisdiction of the Provincial Department of Education (Report of Education, 1949-50, p. 46).

Newfoundland takes Advantage of Federal Legislation

The benefits that accrued under Confederation were not immediately transmitted to the vocational training program, because the Vocational Institute continued to offer a curtailed program of studies, until September of 1950 (Report of Education, 1950-51, p. 178).

Before this date however, officials in Newfoundland were meeting with the federal officials of the Department of Labour, and the result was that before the end of 1949 the Vocational Schools Assistance Agreement had been signed by Ottawa and Newfoundland. The second agreement, known as the Vocational Training Agreement was signed in 1950. In reporting this historical event the 1948-49 Annual Report of Education states that:

In 1949 the Department of Education signed the Vocational Schools Assistance Agreement with the Federal Department of Labour and this Province is now eligible to share in the federal grants for Vocational Education. Early in 1950 the two Departments signed a second agreement known as the Vocational Training Agreement. The first agreement has to do with assistance to Vocational Schools, the second with assistance for various kinds

of vocational training projects such as courses for fishermen, farmers, nurses, university students. Projects when approved by the Vocational Training Branch of the Federal Department of Labour entitled the Province to reimbursements under specified conditions and, within limits, on a dollar for dollar basis for actual provincial expenditures made in respect of the projects. (p. 12)

A separate Vocational Schools Assistance Agreement was entered into by Ottawa with Newfoundland and the terms were:

1. An annual grant of \$10,000 during the term of the Agreement. This is an outright grant and does not have to be matched by a similar amount from the Provincial Government.
2. An annual grant equal to an amount subscribed by the Province for similar purposes up to a total of \$55,800.00.
3. A grant for capital expenditure (for buildings and equipment) equal to an amount subscribed by the Province for similar purposes, up to a total of \$292,250.00. (Report of Labour, 1951-52, p. 79)

The Annual Report of Education (1949-50) states that:

In relation to the expenditure of this money, grants made by the Dominion Government may be used at the discretion of the Province to meet costs incurred in developing or carrying on Vocational Training, such as:-

1. Purchase or erection of Buildings, additions to or alterations of existing buildings.
2. Purchase of machinery and equipment (non-expendable) hand tools, vocational books, magazines and other necessary materials.
3. Salaries and travelling expenses, vocational counselling and guidance.
4. Light, Heat, Power and Water in Vocational Schools.
5. Maintenance and repair of plants and equipment.
6. Training of Vocational School Teachers.
7. Correspondence courses.
8. Bursaries for students.
9. Provision for evening classes. (p. 149)

Vocational education in Newfoundland now had financial assistance that could make it a viable part of the province's education system, and it seemed as if the province was willing to move towards that goal. Thus it was with a new and positive outlook that on July 20, 1951, Newfoundland obtained approval from Ottawa for an agreement titled; "Vocational School Project of St. John's Newfoundland" (Report of Labour, 1952, p. 79). This Agreement was to make "provision for vocational training at a secondary school level in the province..." (Report of Labour, 1952, p. 79), and it was directly linked to the sums of money allocated under the Vocational Schools Assistance Agreement. The Agreement outlined the figure previously stated and two additional conditions were added to the spending of the money. These conditions were:

1. At least 25% of the matched capital expenditures would have to be spent on equipment, and

2. Only projects approved for Dominion contribution before March 31, 1958, would be honoured (Report of Labour, 1952, pp. 79-80).

The province was to make alterations to the old Memorial University buildings, and to fit them for vocational training purposes as soon as permitted by the withdrawal of the university therefrom. These alterations were expected to cost in the neighbourhood of \$75,000.00.

In addition, another \$1000,000.00 was to be spent in building, next to the university, a vocational annex for vocational shops approximately 150' by 60', in area. The Agreement goes on to say:

The full amount of the costs of alterations to the Memorial University premises incurred by the Province for conversion and fitting of the premises to use as a vocational school and of the costs of the annex referred to in clause (3) above and all vocational equipment required for the project as requested by the Province and approved by the Minister shall be reim-

bursed to the Province by the Federal Government up to but not in excess of the amount of the Federal Government allotment to the Province for buildings under paragraph (c) of clause 3 of the Vocational Agreement, namely, \$292,250; and in addition the Federal Government shall at the request of the Province make available for the same purpose, in the fiscal year for which the funds are allotted, any unexpended balance of the Federal Government allotment to the Province of \$65,800 provided under paragraphs (a) and (b) of clause 3 of the Vocational Agreement for each of the fiscal years 1951-52, 1952-53, 1953-54, 1954-55. (Report of Labour, 1952, pp. 79-80)

The next clause of the Agreement outlined the Provincial responsibilities and contributions to the project and it states:

For the purposes of the Vocational Agreement, as applicable to this vocational project and any project submitted pursuant to clause (7) hereof the amount of the contribution of the Province to this vocational school project shall be deemed to be the estimated present value of the Memorial University premises at St. John's, Newfoundland, which the Province undertakes to make available for the vocational project, namely, \$750,000. (Report of Labour, 1952, pp. 79-80)

Finally in relation to the Federal Government's contribution towards this new project, it was recorded that:

The Federal Government contribution to the aforesaid vocational project shall be payable solely by way of reimbursement to the Province for the amounts actually expended by the Province for the conversion and fitting of the Memorial University premises for vocational purposes, the construction of the annex for vocational shops and the purchase of training equipment for the said vocational school;

Any outstanding balance of the Federal Government allotment of \$292,250 under paragraph (c) of clause 3 of the Vocational Agreement or of the Federal Government allotment to the Province of \$65,800 provided under paragraphs (a) and (b) of clause 3 of the Vocational Agreement for each of the fiscal years 1951-52, 1952-53, 1953-54 and 1954-55 not used for the aforesaid vocational project at St. John's, Newfoundland, may be used so far as it will extend to reimburse the Province for the full amount expended by the Province hereafter for any other vocational building or equipment project

submitted by the Province and approved by the Federal Minister of Labour for Federal Government contribution pursuant to the Vocational Agreement up to March 31, 1953, inclusive. (Report of Labour, 1952, pp. 79-80)

The Province of Newfoundland had indeed committed itself to extend the present vocational system which was now under the leadership of Mr. Frank Templeman. Templeman took over as Manager of the Vocational Institute on June of 1950 (Report of Education, 1949-50, p. 148). At this time, Hart, and all but one of the remaining teachers from England returned to their home land. The individual who chose to remain in Newfoundland was Mr. Stan Whitmee who was to serve the vocational system in Newfoundland in various capacities until his retirement.

In his final report to the Department of Education, Mr. Hart, speaks of the restricted capacity of the school, but he felt that the school had "filled a gap in the general educational curriculum of the Province" (Report of Education, 1949-50, p. 148). He also spoke of the need for an extended and broadened curricula which would include such courses as "arts, commerce, domestic science, and home economics; which he felt should be offered to girls".

Hart forecast the end to the financial burdens of the school, and he stated that the future looked bright for the development of "Vocational and Industrial Arts Education" (Report of Education, 1949-50, p. 148). He perceived one of the major problems to be the lack of vocational guidance received by the students, but of all the problems which the school had to overcome Hart felt that the need most pressing was a "more suitable and better situated building" (Report of Education, 1949-50, p. 148).

Civilians get a Permanent Program

For the present, the old building would have to do, but it did place some limitations on the programs that the school could offer. The school offered its first full time vocational education courses to civilians in September of 1950. The courses that were offered included; auto mechanics, diesel mechanics, electrical work, carpentry, woodworking and bricklaying (Report of Education, 1949-50, p. 178). Plumbing was introduced in February of the same school year. Evening classes were offered in all of the above mentioned courses, with the exception of plumbing. Other courses, that were open to the evening students at the school, were metal machining and boat building. The navigation course, which had previously been taught at Memorial University, was transferred to the Vocational Institute in April of 1951 (Report of Education, 1949-50, p. 179).

The function of day classes was quite separate from the function of evening classes, as the 1951 Federal Report of Labour states:

The day classes are for out-of-school youths and are approximately equivalent to pre-employment apprentice classes or regular classes in trades training schools in the other provinces. Evening classes are chiefly for upgrading industrial workers. (p. 73)

Courses were being taught for a nine month period, from September to June, which was the normal length for all regular programs offered at the Institute. All students were encouraged to remain for the full nine months, but certificates were awarded to any student who completed more than six months of the program (Report of Education, 1949-50, p. 181).

No related subjects such as mathematics, science, English, etc., were being taught at this time. Related subjects were not introduced at the Institute until the 1953-54 school year, when mathematics, blueprint reading, and sketching were first offered (Report of Education, 1953-54, p. 177).

This was also the first year that the school had enrolled apprentices. The Vocational Institute had reached an agreement with the Provincial Department of Labour, to provide "related and where necessary practical instruction to apprentices in both full time and evening classes (Report of Education, 1954-55, p. 226). Eventually apprentices were to comprise a major part of the school's enrollment and by 1959, they accounted for 40% of all the students enrolled at the school.

Efforts were made by the school to provide training for many different groups. Over the years, the school catered to the handicapped, and special courses were provided to meet the needs of this segment of the province's population. Besides classroom instruction, "on-the-job" training was used to provide skills for handicapped people. This generally applied to courses that were not taught at the school, but in some cases this approach was used as a means of easing the pressures of enrollment demands placed on some of the courses.

The school also sponsored correspondence courses in marine engineering and stationary engineering. These correspondence courses were administered by the staff of the Vocational Institute, and the courses were obtained from the Calgary Institute of Technology and Arts, in Alberta (May, telephone conversation, April, 1979), today known as the Southern Alberta Institute of Technology. In addition, courses were provided for the benefit of fishermen, and upgrading courses were taught

in the evening for tradesmen.

Because of the demand for courses and programs, by 1957, the Institute had been forced to expand to four separate locations throughout St. John's. That year the enrollment of the school, for all classes of students, had reached 1,155. Thus, in seven years the school showed an increase in enrollment of 420%.

Vocational training in Newfoundland was to be expanded under a new agreement that Newfoundland signed with Ottawa on April 1, 1957. That agreement was titled the Vocational and Technical Training Agreement No. 2 and it provided funds for the expansion of vocational programs, and it was to last for a five year period (Report of Education, 1956-57, p. 81).

In 1957, the regular vocational program had expanded to the following 19 courses; auto mechanics, diesel mechanics, metal machinists, wireless radio "A", wireless radio "B", wireless radio "C", wireless telegraphy, carpentry, woodworking, plumbing, welding, auto body repair, electrical work, drafting, stationary engineering, commercial, watch-making, cooking and barbering (Report of Education, 1957-58, p. 111).

By 1962, the last year that the old Vocational Institute was to operate in Newfoundland, the physical plant had expanded to six separate buildings and these were located in various parts of St. John's (Report of Education, 1960-61, p. 176). Collectively these buildings were known as the Vocational Institute and May, in an interview with the writer, considered these buildings to be of a sub-standard nature (June, 1978).

Many of the courses offered by the Institute had changed over the years, and this was done whenever demands or circumstances warranted a course being added or dropped from the curriculum. In 1962, as part of

the general curriculum, the Vocational Institute offered 16 courses in its regular program. These were; radio T.V. repair, wireless telecommunications, electrical, drafting, carpentry, stationary engineering, plumbing, auto body repair, commercial, auto mechanics, diesel mechanics, machine shop practice, welding (electric arc and oxy acetylene), special schedule "R" training, navigation, and service station attendant (Report of Education, 1961-62, p. 155).

Space was still the major problem being faced by the school, and during the 1961-62 school year "hundreds of applicants for full time courses could not be accommodated due to limitations of space" (Report of Education, 1961-62, p. 153). Enrollment for the 1961-62 school year leveled off at 1,822 students, which was four students less than the previous year. (See Table 3).

Enrollment in Various Programs offered at the Vocational Institute

Enrollment at the school always showed an increase, but school administrators were of the opinion that the school had reached its capacity during the 1955-56 school year (Report of Education, 1956-57, p. 60). Nevertheless, students continued to apply for admission and the school made every effort to accommodate them. Table 4 includes the total enrollment figures for the school from 1949 to 1962, which was the time that the old vocational education system functioned.

Apprenticeship Training - Sponsored by the Institute

Apprentices represented the largest single group of students that the Vocational Institute served during its 12 year existence. The Apprenticeship Agreement was signed with Ottawa on November 19, 1955

TABLE 3
TOTAL STUDENT ENROLLMENT AT THE VOCATIONAL INSTITUTE
FOR YEARS 1950 TO 1962

<u>Year</u>	<u>Enrollment</u>	<u>Percentage of Increase over Previous Year</u>
1950-51	275	-
1951-52	374	36.0%
1952-53	427	14.2%
1953-54	373	14.5%
1954-55	689	85.0%
1955-56	882	28.0%
1956-57	995	12.8%
1957-58	1,155	16.0%
1958-59	1,480	28.1%
1959-60	1,774	19.9%
1960-61	1,826	3.0%
1961-62	1,822	-

(Report of Labour, 1953-54, p. 71). and the Vocational Institute agreed, with the Newfoundland Department of Labour, to assume the responsibility of providing apprentices with theory and where necessary practical training (Report of Education, 1954-55, p. 226).

Apprenticeship training was often given priority to the detriment of other groups and evening and regular classes were often curtailed, because instructors and space was needed to serve apprentices (Report

TABLE 4

ENROLLMENT IN VARIOUS PROGRAMS AT THE VOCATIONAL INSTITUTE

FROM 1949 TO 1962

Program	Year													
	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	
	-50	-51	-52	-53	-54	-55	-56	-57	-58	-59	-60	-61	-62	
Regular Day Classes	88	102	164	165	151	175	173	264	249	330	339	359	389	
Marine Engineering			9	7	8	25	19	28	54	48	40	34	31	
Navigation		57	50	183	47	31	34	32	43	45	38	55	39	
Adult Driver Training						36	32							
General Evening Classes	162	116	140	66	86	74	68	128	190	283	273	345	459	
Apprentices - Day Classes					22	95	125	126	107	175	281	289	280	
Apprentices - Evening Classes						99	237	287	265	415	546	489	342	
Cor. Courses - Stationary Eng.						7	35	53	91	80	141	166	210	
Cor. Courses - Marine Eng.						11	40	31	65	29	53	36	26	
Driver Training - Prince of Wales - High School						16	8							
Special Courses			(Fishermen) 16		37(U.S.A.F.)									
Schedule "K" - Gander Airport						67(D.O.T. - Gander)								
On The Job" - Rehabilitation								5	13	10	11	12	9	
Regular Classes - Rehabilitation			11	12	22	22	9	40	78	65	51	53	46	
Total Enrollment	250	275	390	433	373	658	822	954	1155	1480	1773	1826	1822	

of Education, 1955-56, pp. 66-68).

Historically, the apprenticeship program was responsible for the first theory course being taught in a location other than St. John's, when in 1955-56 a theory course for carpenters was offered at Corner Brook (Report of Education, 1955-56, p. 66). By the 1959-60 school year a total of eight apprenticeship theory courses were taught in three separate communities, on the West Coast of Newfoundland. These courses consisted of; electrical work, stationary engineering, and plumbing at Stephenville; auto mechanics, stationary engineering, carpentry, and plumbing at Corner Brook; and auto mechanics at Deer Lake (Report of Education, 1959-60, p. 140).

Because of a need to diversify the location where apprenticeship training was offered, and to relieve the pressure from the Vocational Institute, by the 1960-61 school year the apprenticeship training program had spread to five communities outside of St. John's. Theory courses and the location where they were taught included; stationary engineering, carpentry, auto mechanics, and electrical work at Stephenville; plumbing, carpentry, stationary engineering, and auto mechanics at Deer Lake; auto mechanics, carpentry, and plumbing at Corner Brook; electrical, plumbing, and auto mechanics at Argentia; plus auto mechanics at Bell Island (Report of Education, 1960-61, p. 185).

In 1956, the apprenticeship enrollment at the Vocational Institute accounted for 26% of the total enrollment, by 1959 this figure had increased to 40% of the total enrollment. By 1962, the percentage had dropped from 40% to 19% of the total enrollment of the school. Enrollment figures for both day and evening apprentices are given in Table 5.

TABLE 5
TOTAL ENROLLMENT OF APPRENTICES AT THE VOCATIONAL INSTITUTE
FOR YEARS 1954-62

<u>Year</u>	<u>Day</u>	<u>Evening</u>	<u>Total</u>
1953-54	-	22	22
1954-55	-	194	194
1955-56	125	237	362
1956-57	126	287	413
1957-58	107	265	372
1958-59	175	415	590
1959-60	281	546	827
1960-61	-	489	489
1961-62	-	342	342

Table 4 contains data indicating the enrollment in various programs offered at the Vocational Institute from 1949 to 1962. It may be seen from this table that the enrollment of apprentices comprised a large percentage of the school's total enrollment. The total day time enrollment, for the Institute, may be found by adding the figures for; regular day classes, marine engineering, navigation, apprentices - day classes, and regular classes - rehabilitation.

Federal Contributions to Vocational Education in Newfoundland

The following tables give an overview of the amounts of federal assistance received from Ottawa, and the purposes for which these funds were allocated.

Table 6 contains data pertaining to capital expenditures, which were allocated under the two agreements noted. Table 10 indicates the annual allotments and claims made to help operate vocational institutions in Newfoundland. Like the capital expenditures, these funds were allocated under the Vocational Schools Assistance Agreement until 1957. After that time, funds for annual allotments were provided under the Vocational and Technical Training Agreement, No. 2 (Report of Labour, 1956-57, p. 65).

Tables 7, 8, and 9 cover various programmes to which the federal government allocated funds. Up to March 31, 1959, financial assistance for those programs indicated by the tables, was provided to the provinces under the terms of the Vocational Training Agreement (Report of Labour, 1956-57, p. 64). After that time, money was allocated, for both new and old programs, under the Special Vocational Training Projects Agreement (Report of Labour, 1959-60, p. 71). This Agreement came into effect on April 1, 1959 and remained in force until April 1, 1961, when it was incorporated into the Technical and Vocational Training Assistance Act (T.V.T.A. Act) (Report of Labour, 1960-61, p. 75). The T.V.T.A. Act was used extensively by Newfoundland, and for that reason the aforesaid tables will cover federal contributions up to its inauguration in 1961.

Federal support for apprenticeship training, shown in Table 11, was provided under the Apprenticeship Training Agreement of 1944 (Report of Labour, 1955-56, p. 69).

TABLE 6
MONEY ALLOCATED AND CLAIMED FOR CAPITAL EXPENDITURES
UP TO THE T.V.T.A. ACT

<u>Year</u>	<u>Buildings</u>		<u>Equipment</u>	
	<u>Allotment</u>	<u>Claim</u>	<u>Allotment</u>	<u>Claim</u>
1950-51	\$219,185.00 ^a	-	\$73,065.00 ^a	-
1951-54	-	-	-	-
1954-55	-	\$219,185.00	-	\$73,065.00
1955-57	-	-	-	-
1957-58	\$767,000.00 ^b	-	-	-
1958-60	-	-	-	-
Total	<u>\$986,185.00</u>	<u>\$219,185.00</u>	<u>\$73,065.00</u>	<u>\$73,065.00</u>

a

These funds were allocated under the Vocational Schools Assistance Agreement. Expenditure of this money was directly linked to the "Vocational School Project of St. John's, Newfoundland". (See page 78). Under the terms outlined for this project, the monies allocated were to cover the expenses of renovating the old university building and constructing a new vocational annex next to it. During the 1954-55 school year the vocational annex was completed and most of the trade shops were transferred to it, from the Vocational Institute.

Although the researcher could find no documents that showed the monies for the renovations to the university building were spent on the annex, it would appear that the total allotment of \$292,250.00 was spent in building and equipping only the vocational annex.

b

Allocated under the Vocational and Technical Training Agreement No. 2. This money was never claimed by Newfoundland.

TABLE 7

MONIES ALLOCATED AND CLAIMED UNDER TRAINING OF YOUTHS

UP TO THE T.V.T.A. ACT

Including Student Aid		
<u>Year</u>	<u>Allotment</u>	<u>Claim</u>
1950-51	\$20,000.00	\$ 6,375.00
1951-52	15,000.00	13,900.00
1952-53	11,375.00	11,375.00
1953-54	30,500.00	18,447.91
1954-55	44,050.00	31,614.49
Total	<u>120,925.00</u>	<u>81,712.40</u>
Other than Student Aid		
1955-56	\$23,800.00	\$21,780.52
1956-57	23,800.00	20,457.59
1957-58	25,000.00	20,227.59
1958-59	24,300.00	23,865.29
1959-60	-	-
1960-61	-	-
Total	<u>96,900.00</u>	<u>86,330.99</u>

Note. Training was being carried forward under Schedule "O" of the Vocational Training Agreement. The age limit of 30 years was lifted for this type of training in 1953-54. This was done because of the demand by fishermen in the Atlantic Provinces to partake of the short courses being offered under this Schedule (Report of Labour, 1952-53, p. 75).

TABLE 8
MONIES ALLOCATED AND CLAIMED FOR TRAINING OF DISABLED PERSONS
UP TO THE T.V.T.A. ACT

<u>Year</u>	<u>Allotment</u>	<u>Claim</u>
1954-55	\$ 2,000.00	\$ 1,377.50
1955-56	10,000.00	7,842.92
1956-57	10,000.00	8,253.31
1957-58	12,500.00	11,310.79
1958-59	12,500.00	12,500.00
1959-60	12,500.00	12,500.00
1960-61	12,000.00	10,325.67
Total	<u>71,500.00</u>	<u>64,110.19</u>

TABLE 9
AMOUNT CLAIMED BY NEWFOUNDLAND FOR TRAINING
IN PRIMARY INDUSTRIES AND HOMEMAKING

<u>Year</u>	<u>Allotment</u>	<u>Claim</u>
1959-60	\$21,000.00	\$19,872.76
1960-61	24,400.00	17,300.48
Total	<u>45,400.00</u>	<u>37,173.24</u>

Note. This training was being carried forward under the Special Vocational Training Projects Agreement, Schedule "P" (Report of Labour, 1959-60, p. 69), which had previously been Schedule "O", under the Vocational Training Agreement (Report of Labour, 1959-60, p. 72). Training was provided by way of short courses in agriculture, homemaking, forestry, fishing, and "a limited number of other industrial occupations" (Report of Labour, 1959-60, p. 72).

TABLE 10
 MONIES CLAIMED BY NEWFOUNDLAND IN ANNUAL ALLOTMENTS
 FROM 1949 UP TO THE T.V.T.A. ACT

<u>Year</u>	<u>Allotment</u>	<u>Claim</u>
Before 1950	—	\$ 29,423.46
1950-51	\$ 65,800.00	36,284.82
1951-52	65,800.00	49,227.54
1952-53	66,600.00	52,188.77
1953-54	66,600.00	63,497.69
1954-55	66,600.00	66,600.00
1955-56	66,600.00	66,575.00
1956-57	66,600.00	66,600.00
1957-58	96,200.00	73,020.39
1958-59	96,200.00	54,240.00
1959-60	111,600.00	88,528.43
1960-61	127,000.00	115,293.79
Total	<u>809,020.00</u>	<u>761,479.89</u>

TABLE 11
 MONIES CLAIMED BY NEWFOUNDLAND FOR APPRENTICESHIP TRAINING
 FROM 1953 UP TO THE T.V.T.A. ACT

<u>Year</u>	<u>Allotment</u>	<u>Claim</u>
1953-54	\$ 7,000.00	\$ 3,125.36
1954-55	25,000.00	18,281.17
1955-56	32,500.00	30,657.72
1956-57	50,000.00	38,242.27
1957-58	55,000.00	45,534.81
1958-59	55,000.00	46,053.80
1959-60	65,000.00	64,241.14
1960-61	75,000.00	34,637.35
Total	364,500.00	280,773.62

From 1949 to 1961, the Federal Government had allocated a total of \$2,567,495.00 to Newfoundland, of this amount the province claimed \$1,603,830.33, or approximately 62.5% of the monies that were allocated to it. If one discounts the \$767,000.00, which had been allocated to the province in 1957-58 for new buildings, monies that were not claimed by Newfoundland, then the percentage of federal funds claimed by the province over this period increases to 89%.

Expansion of the Vocational System is Announced

The Newfoundland Government was aware of the problems that the Vocational Institute faced, and in 1958, the government announced plans for an expanded vocational training system that would serve the needs of Newfoundland.

The Minister of Education, Mr. William Rowe, in a speech delivered to the Annual School Supervisors Conference, on January 6, 1958, spoke of these plans (Report of Education, 1957-58, pp. 143-144).

In his address, "The Next Five Years", Rowe proceeded to outline what he felt could be considered as "a blueprint for educational development over the next five or six years" (Report of Education, 1957-58, pp. 143-144).

When the Minister began to speak on the topic of vocational education, he prefaced this part of his speech with the following, "every informed person in the educational field" must be concerned "that the system of education in Newfoundland had been restricted almost entirely to the academic" (Report of Education, 1957-58, pp. 143-144). The Minister then compared educational costs for vocational education and academic education. He also discussed the cost sharing agreement between the federal government and the provincial government, to support vocational education. In that speech Minister Rowe said:

The irony of this whole situation, insofar as Newfoundland is concerned, is that there is probably no province in Canada, and very few communities in the world, where the need for vocational education, down through the years, has been so great. Why, then, did it not develop? Certainly the need was pointed out even in Canon Pilot's time. Part of the answer to that question is simple. Vocational Education is infinitely more expensive than academic education is. In fact, experience elsewhere is that it costs three

times as much per pupil as does ordinary academic education. The equipment needed to teach girls hair-dressing and to teach boys automobile mechanics is more expensive than the equipment needed to teach these same boys and girls English or Geometry. In other words, in the past it is doubtful that Newfoundland had the financial resources to undertake any comprehensive programme of vocational education. We are not even sure that our Province has the resources today because it is not merely a question of putting vocational education in place of academic education. It is largely a question of adding vocational education to the academic programme, and while there would clearly be some savings in the academic programme, these would be insignificant compared with the vast expenditure needed for the new vocational programme that would embrace practically the whole Province.

This fact has been recognized by the Government of Canada, and it is partly on this account that the Federal Government has negotiated with the provinces whereby the Government of Canada is willing to assume half the cost of an approved vocational programme. It is well known that the Government of Newfoundland signed a Vocational Educational Agreement with the Government of Canada last summer. (The Vocational and Technical Assistance Agreement #2 was signed by Newfoundland and Ottawa on April 1, 1957), but we held off the implementing of this programme for the simple reason that we felt that until such time as we knew for certain what the revision of the terms of union and other financial negotiations with the Government of Canada would mean to us, we should not commit the Province to an additional expenditure of five or six million dollars over the next five years, even if the Government of Canada would reimburse us later for half that amount.

I am very happy to be able to say, however, that once we know where we stand financially, the Government is ready with its programme of vocational education, which must, of necessity, start with the larger centres and which would be made available to students in smaller centres by means of a system of scholarships and bursaries, as well as by other means such as transportation programmes. (Report of Education, 1957-58, pp. 143-144, brackets and underlining mine)

Although the Minister of Education did not go into detail explaining the financial situation, to which he had referred, his inference was towards a dispute which had previously erupted between Ottawa and

Newfoundland over one of the Terms of Confederation. Term 29 was a clause, which had been entered into the Terms of Confederation, between Newfoundland and Ottawa, to protect the financial stability of Newfoundland. This Term stated:

In view of the difficulty of predicting with sufficient accuracy the financial consequences to Newfoundland of becoming a province of Canada, the Government of Canada will appoint a Royal Commission within eight years of the date of Union, to review the financial position of the Province of Newfoundland, and to recommend the form and scale of additional financial assistance, if any, that may be required by the Government of the Province of Newfoundland to enable it to continue the public services at the levels and standards reached subsequent to the date of Union, without resorting to taxation more burdensome, having regard to capacity to pay, than that obtaining generally in the region comprising the Maritime Provinces of Nova Scotia, New Brunswick, and Prince Edward Island. (Gwyn, 1972, p. 186)

Smallwood was constantly pressuring Ottawa over Term 29 and in 1957 the Federal Government appointed the McNair Commission to look into the matter (Gwyn, 1972, p. 178). Four years prior to the appointment of the McNair Commission, the Premier appointed a Provincial Commission to look into and suggest a fair arrangement, under Term 29. After four years of investigation, the Provincial Commission recommended that Ottawa pay Newfoundland an additional \$15,000,000.00 a year, to help bridge the gap in Newfoundland's public services (Gwyn, 1972, p. 187).

The Minister of Education was alluding to the fact that once the province received word from Ottawa that an acceptable arrangement had been made, then this new plan for education would be initiated. In his concluding remarks on vocational education the Minister said:

It should be noted that the Department of Education, in co-operation with the Department of Labour in Newfoundland and with the Department of Labour in

Canada, has already made magnificent progress in vocational education at the adult level here in St. John's. The great problem is, however, to make vocational education available to our students in Grades IX, X, and XI. In the light of recent developments, we feel that the time has come when we should be able to undertake this task. (Report of Education, 1958-59, pp. 143-145)

On February 21, 1958, Premier Smallwood brought the subject of education before the House of Assembly (Report of Education, 1958-59, p. 17). Mr. Smallwood, explained to the Members of the House, that he had asked the Minister of Education to formulate a new educational policy for the Province of Newfoundland, and that the cabinet had considered and accepted that policy on education. In addressing the Speaker of the House the Premier said:

I informed him that what I wanted was a policy that would be a practical expression of his dreams for education in Newfoundland and would, at the same time, be the greatest forward step ever taken in education in the history of Newfoundland. It was Mr. Speaker, a great challenge to my Colleague, and I am now able to present the results to the House. The Minister of Education brought forward his proposals, they have been carefully considered by the Cabinet, and I now present them as the policy and plan of the Government as a whole. (Report of Education, 1958-59, p. 125)

The Premier then outlined the proposed policy for general education in the province, and he described plans for new schools, libraries, and the furniture and equipment needed to upgrade the regular school system. After outlining his plans for revamping general education, the Premier then discussed vocational education in these terms:

I turn now, Mr. Speaker, from what you might call one extreme to another—from University to the most practical type of education. I refer to Vocational Education. We have in recent years done something to assist and encourage vocational education in Newfoundland, but nothing compared with what is needed. We have therefore decided to embark upon what we can call a vast

Vocational Education Programme. It will take us, we believe, the best part of the next 5 years to get this into full operation, but we will make a beginning this very year. (Report of Education, 1958-59, p. 125)

Mr. Smallwood then proceeded to identify the locations in the province where vocational education schools would be established and the number of shops that would be set up at each location. Premier Smallwood stated:

The programme is as follows: We will build in the Stephenville-St. George's area a new Vocational Training Shop and Trade School in which equipment will be provided and instructors engaged for training young men in at least 6 different trades. This is known, in the technical language of vocational education, as a 6-unit shop and trade school.

At Corner Brook we will erect an 8-unit Shop and Trade School, and equip it with all the necessary machinery and apparatus, and engage the necessary instructors and teachers.

At Grand Falls we will erect a 6-unit Shop and Trade School, similarly equipped and manned.

At Gander we will erect a 5-unit Shop and Trade School, with all that goes with it.

At Bonavista Town we will erect a 4-unit Shop and Trade School, with equipment and instructors.

On the Burin Peninsula, probably at Burin, we will erect a 5-unit Shop and Trade School. This one, which will fit into a programme of another character to be announced very shortly, will be known as a Regional Trade School.

At Foxtrap, in Conception Bay, we will erect a 4-unit Shop and Trade School to operate in conjunction with the Regional High School already operating there.

At Bell Island we will erect a 6-unit Shop and Trade School, with all the paraphernalia and instructors.

In St. John's, which is the headquarters for vocational training in this Province, we will erect a second storey to the already existing Vocational Shop and Trade School (The Vocational Annex). This is the building erected two or three years ago, is already overfilled and this second storey has become necessary. Report of Education, (Report of Education, 1958-59, p. 129, brackets mine) See Figure 1.

The Premier continued, and announced more plans for the expansion of vocational education facilities in the city of St. John's. He stated:

In addition to this enlargement, we intend to occupy the entire university buildings that already exist on the Parade Grounds as a vocational school in this part of the Province. That is to say, the St. John's vocational school, instead of occupying only the single storey concrete building which presently adjoins the University building, will occupy all of the University buildings on the present campus as soon as the new buildings are erected on the new campus. It may seem, Mr. Speaker, that this will make an unnecessarily large vocational school in St. John's, but the fact of the matter is that it may turn out in a very few years to be too small. Over a thousand students were trained in our Vocational Training School in the past year. (Report of Education, 1958-59, p. 129)

In his concluding remarks the Premier stated that Newfoundland was to construct a technical institute in St. John's; one that would meet the needs of the entire province:

Finally, under this heading of vocational education, our plan calls for the erection and equipping, here in the Capital City, of a one million dollar Technical Institute. This Technical Institute, which will be the only one of its kind in the Province, is intended to serve the entire Province. To it each year will come students from all of these Vocational Shops and Trade Schools in different parts of the Province, in much the same way that high school students come to the University. The Technical Institute will give classes in technical matters on a much higher level than is possible in the local Vocational Shops and Trade Schools. Our plan is to have this Vocational Institute completed and in operation by the end of the first period in our Vocational Education Programme. (Report of Education, 1958-59, pp. 129-130)

Finally, Premier Smallwood talked about the building and equipping of the vocational education facilities and the Technical Institute:

The total cost of erecting and equipping all these Vocational Shops and Trade Schools, and the Technical Institute, will be about \$3,000,000. Under the arrangement we signed with Ottawa more than 5 years ago, we are entitled to receive from Ottawa approximately half this total cost. We are further entitled to receive from Ottawa half of the yearly cost of operating all these schools and the Technical Institute.

I feel, Mr. Speaker, that the building and operation of these schools throughout the Province will result,

LOCATION OF VOCATIONAL INSTITUTIONS ANNOUNCED
BY PREMIER SMALLWOOD IN 1958

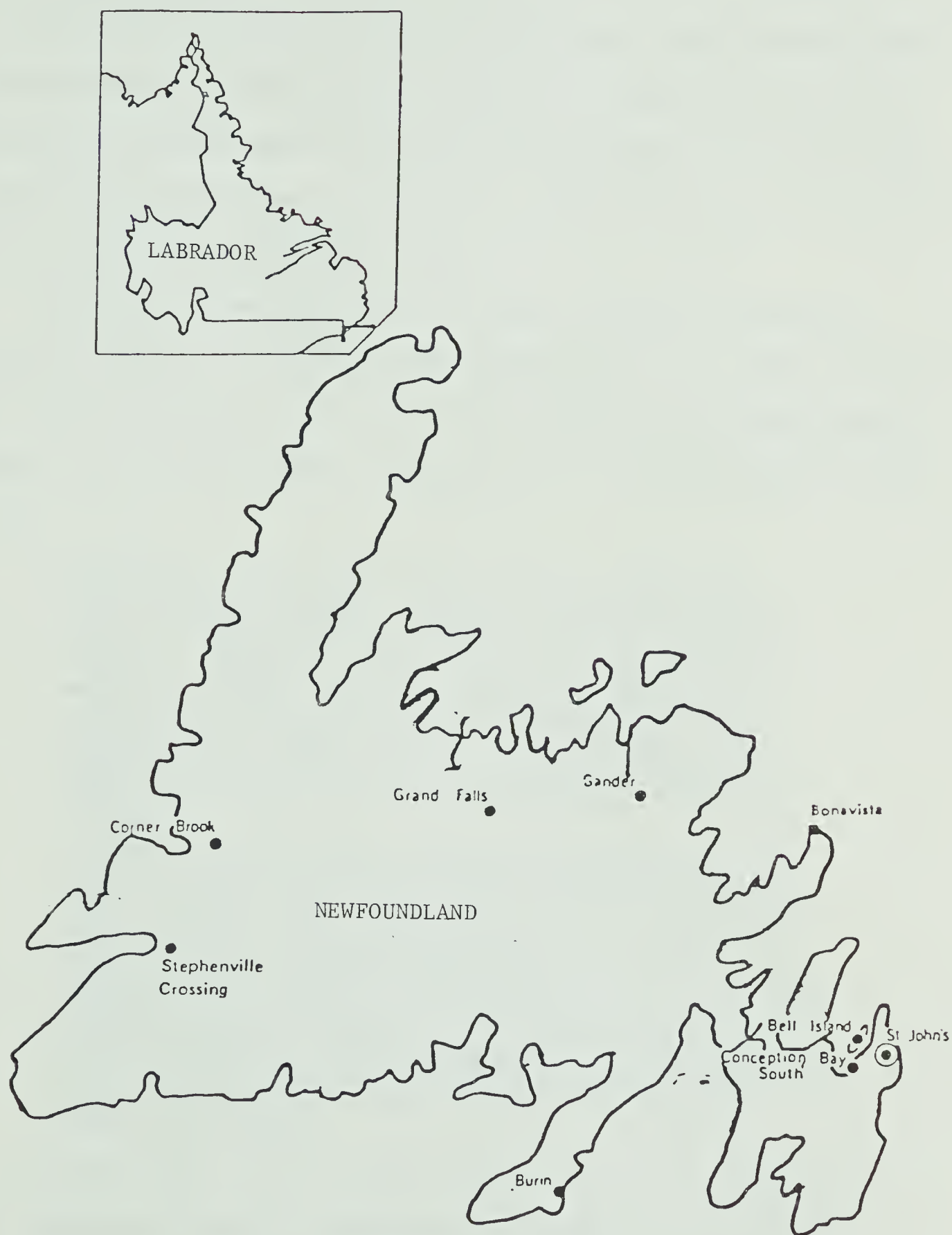


FIGURE I

Source: Adapted from 1977-78 Prospectus, published by the Department of Education, St. John's, Newfoundland.

before many years are past, in the existence of considerable numbers of young Newfoundlanders highly trained in some of the more important trades and technical skills of modern industry. (Report of Education, 1958-59, p. 130).

As promised, construction was started on the first vocational facility on October 14, 1959, and Premier Smallwood himself turned the sod. This new institution was to be known as the College of Trades and Technical Training and it was to accommodate 1,000 regular full time students (Report of Education, 1959-60, p. 21).

When construction began on the College of Trades and Technical Training in 1959, the economy of Newfoundland was at its lowest ebb since the Second World War. Gwyn, in his book; Smallwood the Unlikely Revolutionary describes the economic conditions of the province during the late 1950's:

As the least equal among the provinces, Newfoundland drew the least benefits. Between 1950 and 1957, direct federal grants to the island increased from \$21.1 million. This was an actual decline in dollar value, and an even steeper decline when the figures were related to population growth. Steadily, Newfoundland slipped further behind the rest of the country. Between 1949 and 1959, the gap in average per capita incomes between island and mainland widened, from \$460 to \$680.

From late 1957 onwards, as the post-Korean War boom finally petered out, Newfoundland's fortunes plummeted still further. With a speed that left Smallwood shaken, almost all the pitiful advances of a decade were virtually wiped out. By 1959, unemployment had soared to a staggering 19.2%; during the winter months, for the first time since the thirties, close to half the labour force lived on welfare. In another grim reminder of Depression days, "No Help Wanted" signs sprung up outside construction projects to keep away the crowds of job seekers. (1972, pp. 182-183)

In spite of the poor economic conditions that were prevalent in Newfoundland during 1959, the Newfoundland Government had made the

decision to proceed with the planned expansion for the vocational school system. This decision was not accepted by everyone and the members of the opposition took the position that the government was going to far in its plans and that it was building vocational schools that would never be used (Smallwood, June, 1978, personal interview).

Mr. Smallwood explained the situation in this manner:

The argument was raised very vociferously and quite frequently that it was a crazy thing for the Government to be doing. I spent twenty-five or twenty-seven million dollars (Interviewer, twenty-eight million) twenty-eight was it? Most of it came from Ottawa, but the argument was not so much against the spending of that money, the argument was that the institutions that would be produced thereby would turn out thousands of students who would never get jobs. The Newfoundland economy just wouldn't be able to absorb them. I dealt with that argument in the opening, I'm not sure if it was when I turned the first sod on the College of Trades and Technology or the formal opening, I forget which. But, at one or other of these I dealt with the argument, and said that there were two answers to the argument. The argument being that it was silly to have such a facility producing skills that couldn't be absorbed, that couldn't be used in Newfoundland. That Newfoundland just wouldn't need them. Two answers, one was that the existence of skills, the existence of men and women with certain skills would have a very powerful influence in creating opportunities for these skills, that if they didn't exist there would be no clamer for things to use them, but if they did exist there would be a pressure a clamer that the skills be used, that was one argument. The other argument was this; my answer, the other answer was; suppose they were right, suppose there were thousands of young Newfoundlanders pouring out of those schools, eighteen of them, (number after 1972, before Smallwood resigned), with skills which we couldn't find an outlet for within the province, suppose that was so. It wouldn't be as much so as was being argued, but it would be so to some extent without a doubt. So what! they were Newfoundlanders, they were people. They were human beings and I would rather that if they couldn't get jobs in Newfoundland, they would have to get them in Ontario or wherever they could get them, and if they were to leave Newfoundland, I would rather, infinitely prefer that they went away with some

education, with some skill and some training, so they wouldn't become the common labourers of the other provinces. That if they became plumbers or electricians or electrical workers, or hairdressers or whatever in these schools in Newfoundland, and they couldn't get jobs at those trades, those occupations, and had to leave the Province, at least having left the Province they would get better jobs than they would have been able to get had they never got those trades and those skills. Those are my two arguments, I don't think there is any answer to those arguments. (June, 1978, personal interview, brackets mine)

The Division of Vocational Education becomes Autonomous

The planning of these new facilities was been carried out by individuals working with the vocational education system at the time. The Manager of the Vocational Institute, who was also the Director of the Division of Vocational Education, since 1952, was under so much pressure that a decision was made to make the two titles which he held separate positions. In August, 1960, Mr. W. J. May, formerly Director of Apprenticeship in Newfoundland, was hired as the Principal of the Vocational Institute, and Mr. Templeman assumed the sole duties of Director of Vocational Education (Report of Education, 1960-61, p. 175).

To carry out the additional planning needed for the new trade schools, a Planning Committee consisting of Messrs. May, Templeman and Whitmee was struck (May, June, 1978, personal interview). Mr. Whitmee, was the only one of the original teachers who came from England, to remain in Newfoundland, and he was at the time of his appointment to the Planning Committee, classified as a Technical Assistant with the Division of Vocational Education (Report of Education, 1960-61, p. 176). The work of this Committee became intensified as a result of the expanded federal scheme supporting vocational and technical education, which

became effective on April 1, 1961 (Report of Education, 1960-61, p. 175).

The Technical and Vocational Training Assistance
Act (T.V.T.A. Act) is Proclaimed

The new federal scheme to fund vocational and technical education was legislation that became known as the Technical and Vocational Training Assistance Act (T.V.T.A. Act), and according to Dr. C. R. Ford, the then Director of the Canadian Vocational Training Branch in Ottawa, it was introduced because:

1. Rapid advances in technology had changed the pattern of industrial occupations.
2. There was a growing demand in Canada for workers with a high level of skills.
3. The Act would help combat a school drop-out problem where large numbers of unprepared, unskilled youngsters attempted to enter the labour force.
4. There was a lack of formal trade training programs in Canadian industry. (Bryce, 1970, pp. 140-141)

The T.V.T.A. Act, which was to be in effect from April 1, 1961 to March 31, 1967, would hopefully offset these problems and provide a large impetus to the development of a more effective program during the next few years (stated by Ford, before the Special Committee of the Senate on Manpower and Employment, Tuesday, March 16, 1961: taken from transcript of that meeting). Under the new Act schedules, which had been previously attached to earlier agreements and acts, were changed to programs and 10 were initially included in the T.V.T.A. Legislation. These were:

- Program I: Vocational High School Training Program (VHS)
- Program II: Technician Training Program
- Program III: Trade and other Occupational Training (T.O.)
- Program IV: Training in Co-operation with Industry (T.I.)

- Program V: Training of the Unemployed (M)
- Program VI: Training of Disabled Persons (R)
- Program VII: Technical and Vocational Teacher Training Program
(T.T.)
- Program VIII: Training for Federal Departments and Agencies (G)
- Program IX: Student Aid (S.A.)
- Program X: Capital Expenditures Program (Report of Labour,
1961-62, pp. 76-81).

Provision was also made for continuation of Technical and Vocational Correspondence Courses and the Apprenticeship Training Agreement (Report of Labour, 1961-62, p. 81). See Appendix C for explanation of various programs.

The news, of the extended coverage and programs initiated under the T.V.T.A. Act, was gladly received by Premier Smallwood. The Premier was most pleased that under the new Capital Expenditures Program, the Federal Government would pay 75% of the cost of constructing and equipping new schools and buildings. The researcher in an interview discussed with Mr. Smallwood the implications of the T.V.T.A. Act for Newfoundland. Mr. Smallwood said:

This was precisely what I wanted, it was right up my alley, no one was more pleased, and no one took so much advantage of it; proper advantage that is. No one availed himself so quickly and thoroughly of the offers from Ottawa as I did. We really went to town more than any province in Canada. We built 18 trade schools. (Six were built in 1970). There hasn't been one built since by the way. All there are, I put there. I'm very proud of that.

We were very grateful for that scheme, and remember that we were a Liberal Administration and we were dealing with a Federal Tory Administration, but I was very resolute about that, I wasn't going to allow the purely partisan, political aspect to pay the least attention. I was willing that Mr. Diefenbaker should get

all the credit he wanted for bringing in, not bringing in, but for greatly enlarging it, he didn't originate the scheme it existed already, it existed under the Liberals who I believe introduced it, but what he did greatly was to enlarge it; for which I gave him full measure of praise, publicly, more than once.
(June, 1978, brackets mine)

As a result of funds that were made available under the T.V.T.A. Act, the Newfoundland Government changed its original proposal to build nine new vocational institutions (eight vocational schools and the College of Trades and Technology), and announced that it would now be building 12 new facilities (this total did not include the College of Trades and Technology which had already been started). Data in Table 12 show the locations, where these vocational schools were to be built, and the number of student seats that would be made available in each school. It is interesting to note that of the schools announced by Premier Smallwood in his speech of 1958, a school was proposed for construction at Bonavista. On the list of proposed schools, published by the Department of Education in 1960, this school was not included, but a second institution had been added for St. John's. This institution had not been mentioned in Premier Smallwood's speech of 1958.

The total cost of these new vocational education facilities was estimated to be approximately \$20,400,000.00 and the Newfoundland Government was to pay one-quarter of this amount (Report of Education, 1960-61, p. 70).

When Mr. Smallwood was asked by the researcher, why he had decided to build 13 vocational institutions (11 vocational schools, the College of Trades and Technology and the College of Fisheries; see specific note^a Table 12), which were scattered around the province, rather than "four or five large technical colleges", he replied:

Well my thinking was very similar in that to my thinking in connection with the university. In connection with the university, I was very determined to have an outstandingly great Extension Department. In fact, I used to describe what I wanted as being an extension activity to which there would be attached a university. Not a university with a half-assed unenthusiastic Extension Department; to me, it was more practical in certain fields and in certain activities, to carry the university out to the people, than have all the people pour into St. John's to attend the university. I know there had to be some of that, and I wanted some of the other, I wanted a great university activity carried out around the island, as well as, the university itself functioning here in the city.... I tried to get some very outstanding people to come and create, and head up our Department of Extension. I never did get the kind of people that I wanted.

However, with that feeling, that instinct, to carry the university out among people, I wanted also, when the question of trade schools came up, to carry out the same principle. To get the trade schools out among the people, out were the people could come without too much difficulty, without too much expense and attend them. I did much the same thing when I started the Fisheries College. I knew the Fisheries College in the name had to be here in the one central location; but, I wanted alot of the activities of the Fisheries College to be carried out into the field and that was done to some fairly considerable extent. There is a powerful tendency in the university, or technical school of technology, or fisheries college, or any institution of that type; a very powerful tendency to gather it all together, like a mother hen with her chicks under the wing; bring it all there where you can see it. And having a certain amount of dread and perhaps in apprehension, with regard to branches established around the province, I went strongly in my own mind for the extension movement, not only in the university, but in anything else. (June, 1978, personal interview, underlining mine)

Planning and Constructing the Vocational Facilities

The Planning Committee, charged with the responsibility of preparing the details for the new schools, worked with such haste and expediency that before March of 1961, Ottawa had approved plans for District Vocational Schools at Corner Brook, Gander, Grand Falls, and

TABLE 12

LOCATION OF SCHOOLS AND NUMBER OF STUDENT SEATS ANNOUNCED IN 1960

<u>Location</u>	<u>Student Day Classes</u>
Port Aux Basques	150
Stephenville Area	200
Corner Brook	400
Grand Falls	250
Lewisporte	150
Gander	250
Clareville	150
Burin Peninsula	200
Conception Bay South - Seal Cove	100
Carbonear	250
Bell Island	180
St. John's ^a	300
Total	<u>2,580</u>

Source: Annual Report of Education, 1960-61, p. 17.

^a

As Premier Smallwood had stated in his speech, this school was intended to be located in the renovated Memorial University building. Instead of becoming a vocational school as originally announced, Premier Smallwood changed his mind and in 1963, announced plans for a new College of Fisheries, which occupied the premises vacated by the university. The Vocational Annex also became part of this facility.

Burin (Report of Education, 1960-61, p. 176, underlining mine).

The location of the various schools was set by government officials external to the Division of Vocational Education, after these locations were established, May and his colleagues made a survey to determine the population and the industrial base of each area that was to receive a vocational facility (May, June, 1978, personal interview). After the population and industrial base of each area were identified and considered, a decision was made as to the size of the school, and the type and variety of courses that were to be part of the curriculum (May, June, 1978, personal interview). When asked to be more specific on how the Committee determined which courses were to be offered in a particular location, May explained:

More or less it was an educated seat of the pants approach. For example, in Corner Brook we put courses which related to the woods industry (interviewer; To the pulp mill?) Yes - the same in Grand Falls. In Burin we related courses to the mine and the fishing industries. And it was that kind of an approach, and by our contacts with local people in the area, that courses were established. For example, in Gander we established an air craft course, which is the only air craft course here, or I think in the Maritimes; because of Gander Airport. That is why, that is how things were done. (June, 1978, personal interview)

The New Vocational Education System

By 1963, Newfoundland's vocational education system had grown beyond even the expectations of its planners, and the change was rather spectacular for many who had been involved with the old Vocational Institute. In fact, May described the changes that occurred in the vocational system from 1960 to 1963 as both "tramatic and dramatic" (June, 1978, personal interview).

In 1963, District Vocational Schools opened in 10 population centres around the province. These District Vocational Schools were established at; Port Aux Basques, Stephenville Crossing, Corner Brook, Lewisporte, Gander, Clarenville, Burin, Carbonear, Bell Island, Conception Bay South - Seal Cove. The eleventh District Vocational School, located at Grand Falls, was experiencing construction problems and did not open until 1964 (Report of Education, 1963-64, p. 160). See Figure 2.

Rowe (1976) described both the diversity and the commonality of the programs offered in the District Vocational Schools, when he wrote:

The curriculum in these schools varied, depending in part on local circumstances: thus aircraft maintenance and servicing were given at Gander; similarly, refrigeration was given at Burin, where there was a large fresh-fish plant. Allowing for these regional differences, most of the schools carried courses in auto mechanics, drafting, welding, shorthand, typing and clerical work, while the following were conducted in the different schools as circumstances dictated: carpentry, heavy-duty mechanics, bricklaying and masonry, radio and television repair, electrical appliance repair, gas and diesel mechanics, sheet-metal work, plumbing, barbering, and beauty culture.

Trade schools were not confined merely to trade training. Provision was made for what was known as the schedule "M" programme, which lasted from three to twelve months and was designed for the training or re-training of unemployed persons. (pp. 112-113)

Initially all of the District Vocational Schools offered a two year program, and all courses were taught for that length of time (Gibbons, April, 1979, telephone conversation). After the first two years, all trade courses were taught on a one year basis. The technical courses offered at the College of Trades and Technology were carried forward as part of a continuing two year program.

In the second year of operation, a combined total of 34 trade and occupational courses were offered by the District Vocational Schools.

LOCATION OF DISTRICT VOCATIONAL SCHOOLS AND COLLEGES
BUILT AFTER THE T.V.T.A. ACT WAS ANNOUNCED

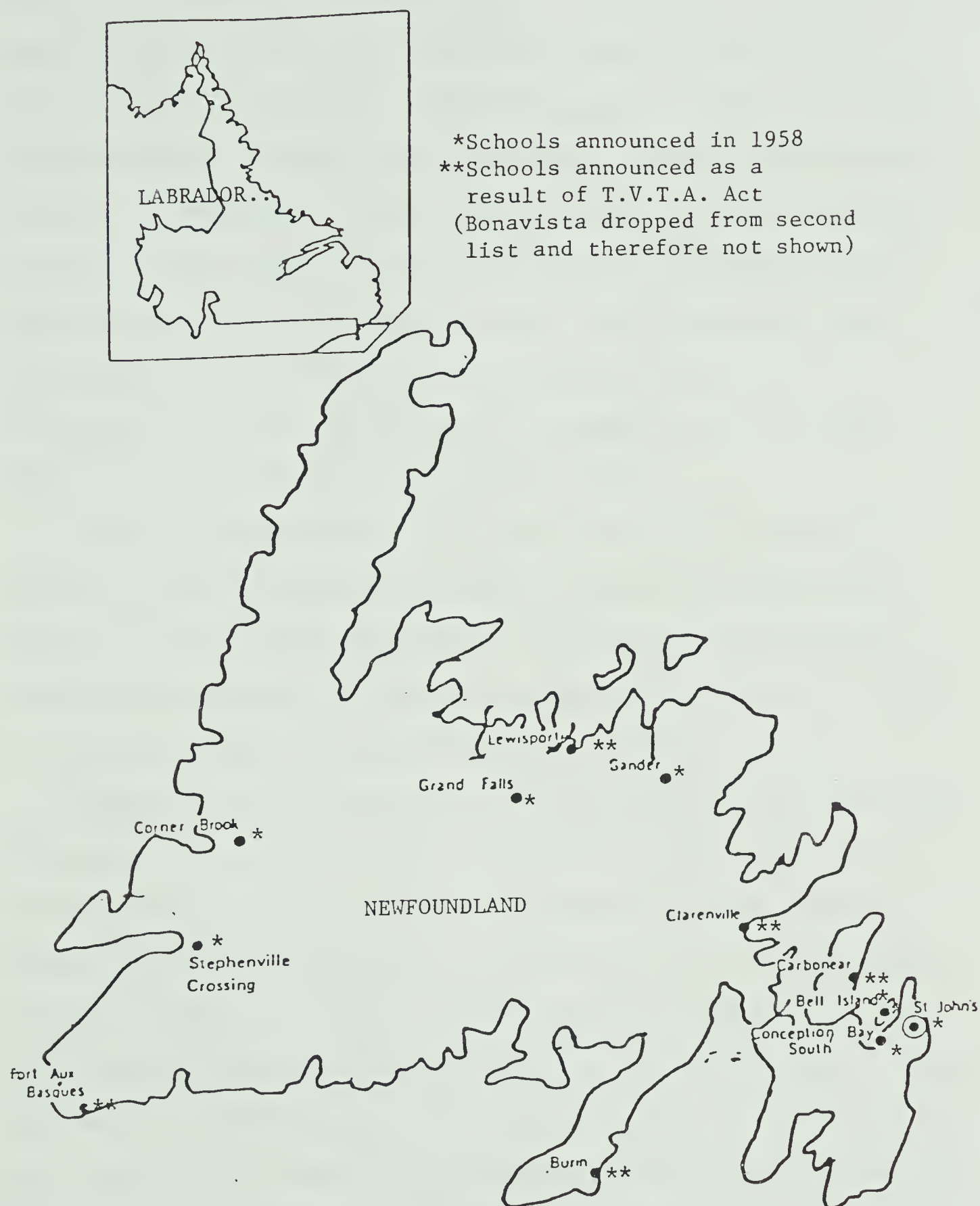


FIGURE 2

Source: Adapted from 1977-78 Prospectus, published by the Department of Education, St. John's, Newfoundland.

These courses included; applied communications electronics, auto body repair, auto mechanics, barbering, beauty culture, bricklaying and masonry, carpentry and joinery, clerical, commercial art, cooking, diesel mechanics, dressmaking, electrical apparatus repair, electrical appliance repair, electrical work, electrical linesman, food service practice and management, forestry mechanics, gas and diesel mechanics, general drafting, heavy duty mechanics, horology, industrial sewing, landscaping, machine shop (metal machinist), maintenance mechanics, oil burning mechanics, plumbing and heating, printing, radio T.V. maintenance and repair, refrigeration, sheet metal work, shorthand typing, and welding (Prospectus, 1964-65, p. 10).

Basic Training for Skilled Development (B.T.S.D.) programs were offered in many of the District Vocational Schools and these courses were intended for persons who wished to upgrade their qualifications in mathematics, science, and english, so that they could become eligible to take other types of training (Prospectus, 1964-65, p. 10).

Besides the District Vocational Schools, the College of Trades and Technology, with a total possible enrollment of 1,000 students, was offering 27 trade courses and a B.T.S.D. program. This institution, because it had assumed the role of the old Vocational Institute, began to provide training for all of the apprentices of the province. As well, the College of Trades began to offer the only two year technical courses that were available in the province. The trade courses that were offered at the College of Trades, in some cases, paralleled some of the core courses that were offered by the District Vocational Schools, with the exception of; watchmaking, wireless telecommunications, stationary engineering, marine diesel mechanics, and bricklaying - plastering -

terrazzo tile. These courses were taught only at the College of Trades, as were the following technology courses; accounting, architectural, civil construction technology, electrical technology, electronic technology, forest rangers, medical laboratory technology, mechanical technology, mining technology, and surveying technology (Report of Education, 1964-65, p. 133).

In 1964, the District Vocational School at Grand Falls came on stream and the College of Fisheries, Navigation, Marine Engineering, and Electronics was opened at St. John's. Instead of providing the District Vocational School for St. John's, which had been announced in 1960, the College of Fisheries, which was masterminded by Premier Smallwood himself in 1963, was established (Hampton, 1967, p. 166). See Table 12. The College of Fisheries was housed in the old Memorial University building, which had been renovated and officially re-opened on January 15, 1964 (Cooper, 1967, p. 160).

This Institution, with a possible regular full time enrollment of 500 students, was designed to furnish technical and vocational training and to conduct research in:

1. Fisheries
 2. Navigation
 3. Marine Engineering
 4. Electronics and
 5. Any other science or art relating to all principal aspects of the marine and fishing industries, including Naval Architecture and Shipbuilding and Food Technology (Marine Products and By-Products).
- (Rowe, 1976, p. 123)

The College of Fisheries provides many short courses, both on and off campus and it serves both practicing and prospective fishermen in areas ranging from salt fish handling to bookkeeping for fishermen (Rowe, 1976, p. 124). The College also serves students from developing countries,

and as much as 10% of its total enrollment has on occasion consisted of foreign students (Rowe, 1976, p. 125).

The College of Fisheries was the first institution of its type ever built in Newfoundland. In 1970, a total of 2,270 students were registered, with 1,200 of those being practicing fishermen (Rowe, 1976, p. 124).

As a result of the major building program which the Provincial Government had undertaken, in 1964, the vocational - technical education system in Newfoundland consisted of 11 District Vocational Schools, a College of Trades and Technology plus a College of Fisheries, Navigation, Marine Engineering and Electronics. These two colleges are both located in St. John's. The College of Fisheries was placed under a Board of Governors on January 5, 1965 (Cooper, 1967, p. 156), and the College of Trades and Technology received its Board of Governors four years later, in 1969 (Report of Education, 1969-70, p. 16).

The possible enrollment in regular full time programs, for vocational - technical education, had increased from 340 vocational seats in 1960, to 3,780 vocational seats in 1964. (See Table 13). An equivalent number of night time students could be accommodated by the various vocational institutions (Rowe, 1976, p. 113).

Initial Problems of the New Vocational System

Contrary to the belief of many, the vocational institutions did not fill to capacity during the first couple of years of their operation (May, June, 1978, personal interview). This was in spite of a publicity campaign, which had been carried out by the Vocational Education Division,

TABLE 13

VOCATIONAL FACILITIES BUILT AND TOTAL NUMBER OF STUDENT SEATS

CREATED FROM 1959 TO 1964

<u>District Vocational Schools</u>	<u>Student Day Classes</u>
Port Aux Basques	150
Stephenville Area	200
Corner Brook	400
Grand Falls	250
Lewisporte	150
Gander	250
Clareville	150
Burin Peninsula	200
Conception Bay South - Seal Cove	100
Carbonear	250
Bell Island	180
<u>Colleges - St. John's</u>	
College of Trades and Technology	1,000 ^a
College of Fisheries	500 ^b
Total	<u>3,780</u>

Source: Information on District Vocational Schools taken from Annual Report of Education, 1960-61, p. 17.

^a

Newfoundland College of Trades and Technology; book published in 1963 to commemorate the opening of the Trades College.

^b

R. B. Butler, Vice President, College of Fisheries.

to make prospective students aware of the programs that were being offered at the new vocational education schools. This campaign consisted of advertising, approaching school boards and carrying out career programs in the high schools (May, June, 1978, personal interview). May felt that in the beginning the vocational programs offered in the various vocational institutions, were not viewed as being respectable, and he attributed this to the fact that before 1963, the province's education system had been totally academic (June, 1978, personal interview). As a result of this slant towards academic education, it took a considerable amount of time to dispel the negative attitudes held towards vocational education by many of Newfoundland's population. At the time of the interview, May stated that "vocational schools have at last become respectable, but they weren't at first" (June, 1978, personal interview).

Because of the low enrollment, experienced by many of the schools, many of the citizens of the province considered the new vocational institutions to be "white elephants" (May, June, 1978, personal interview). In retrospect, May was not perturbed by this however, and he maintained that the schools would need to be in place from three to five years to attract a full compliment of students (June, 1978, personal interview). May was correct in the position that he took because according to Rowe (1976), by the 1966-67 school year the majority of the vocational institutions were nearly filled to capacity (p. 113).

General Policy and Guidelines

The general policy, for accepting students to any of the trade courses, was to enroll anyone who desired such training and whom it was perceived could benefit from that training (Prospectus, 1963-64, p. 16).

However, Rowe (1976) maintains that generally admission requirements for most trades required the students to have at least grade eight or nine academic standing (p. 113).

Initially all trade courses, which were considered main courses, took two years to complete. The exceptions were the following courses, which were taught on a one year basis; clerical and typing, beauty culture, barbering, drafting and electrical appliance repair (Prospectus, 1963-64, p. 16). This practice lasted for only the first two years of expanded operations, after that all regular trade courses were taught on a one year period; from September to June (Gibbons, April, 1979, telephone conversation).

In a trade course, instructional time was divided so that approximately 70% of the students time was devoted to shop and theoretical training, while the remaining 30% was devoted to studying related subjects, such as; mathematics, science, English, drafting and related shop work (Prospectus, 1964-65, p. 11). These related subjects were included in the trades program to "broaden the students knowledge" (Prospectus, 1964-65, p. 11).

In order to receive a certificate for work completed in a course, students were to attend classes regularly, obtain an average of at least 60% in shop and theory exams, and obtain an average of at least 50% in the related subject exams (Prospectus, 1964-65, p. 11).

Cost of Facilities

The total cost of Newfoundland's 13 vocational facilities, including the renovations made to the university building which housed the Fisheries College, was \$28,487,044.88, of which \$21,365,283.66 was the

Federal Government contribution. (See Table 14). Because Newfoundland claimed this amount before March 31, 1963, it was eligible to be reimbursed for the full 75% of the federal contribution, which was provided for under the T.V.T.A. Act.

After the time limit of March 31, 1963 was reached, the amounts of money claimed for capital expenditures by all the provinces was calculated by the Federal Department of Labour. It was discovered at this time that Newfoundland had claimed the equivalent of \$480.39 for every person in the provinces 15-19 year old age group (Bryce, 1972, p. 254). Thus the province with the lowest per-capita income in Canada had made the largest claim of all the provinces through the Federal Capital Expenditures Program (Bryce, 1972, p. 254).

Once these facts became known to the Department of Labour in Ottawa, the time limit for claiming expenses under the Capital Expenditures Program was amended so that the other provinces could claim equivalent amounts of money. The \$480.00, which had been claimed by Newfoundland, was used as a ceiling for the other provinces and this amount could be claimed for every person in the 15-19 year old age group, as per the 1961 census. The provinces were given until March 31, 1967 to reach that level and up to that time the Federal Government would pay 75% of the cost incurred in constructing and equipping new vocational facilities. After the 1967 time limit had been reached, the Federal Government was to only pay 50% of the cost (Bryce, 1972, p. 251).

Staffing the Vocational Schools

All of the programs proposed, for the various vocational schools, could not be offered during the first year of operation because of a

lack of teaching staff. The majority of the 24 instructors, who were on the staff at the old Vocational Institute, transferred to the College of Trades and Technology, which required more than twice that number of instructional staff (Duggan, 1967, p. 170). The Department of Education estimated that a total compliment of approximately 225 instructors would be needed to staff all the new vocational schools (Report of Education, 1963-64, p. 160).

A recruiting drive was conducted to attract prospective teachers from the major industries in Newfoundland (May, June, 1978, personal interview), and other instructors were brought in from various parts of Canada (Duggan, 1967, p. 172). This recruiting drive was considered a success, and from June 1, 1963 to March 31, 1964, 138 new vocational instructors had been brought into the system to staff the various schools. There was still a need for 65 new teachers and efforts were made to fill those positions (Report of Education, 1963-64, p. 160). The Department of Education experienced difficulty in finding qualified graduates to teach the related subject areas of; English, mathematics, and science (Report of Education, 1964-65, p. 130). This problem was gradually overcome when instructors were found over the next few years.

Training of Vocational Teachers

To help these new instructors make the transition from the trade to the classroom, in 1963 a six week summer school program was organized and taught at the College of Trades and Technology in St. John's. Sixty-five of the instructors attended this program and an additional 25 instructors attended a five month course sponsored at the New Brunswick

Technical Institute (Report of Education, 1963-64, p. 160).

The summer school program at the College of Trades and Technology marked the first time that any organized effort had been made to offer a teacher training program to the vocational instructors of Newfoundland (May, June, 1978, personal interview). May (1978) maintained that "before that time "ad hoc" attempts were made at it (vocational teacher preparation) by sending a fellow away to do a couple of courses or so" (June, personal interview, brackets mine). A teacher training program, for vocational instructors, was conducted at the College of Trades and Technology during the summers of 1964 and 1965 (Day, 1973, p. 22). In 1964, an agreement was reached between the Atlantic Provinces to jointly support a teacher training program at the New Brunswick Technical Institute (Day, 1973, p. 23). After the summer of 1965, all new instructors hired were required to attend the Moncton Institute for further training.

The time that an instructor was required to spend in teacher training varied from 18 weeks (three periods of six weeks duration) for those with no previous training, to six weeks for those who held degrees (Day, 1973, p. 23). Generally an individual was required to complete the three summer schools within the first four years after being employed. The only instructors not required to attend the teacher training program, were those who possessed a degree in education and who taught in the related subject areas (Day, 1973, p. 24).

The courses that were to be taught at the New Brunswick Technical Institute, were determined by the Atlantic Teachers Vocational Training Advisory Council; of which Newfoundland was a member (May, June, 1978, personal interview). Twice a year the Advisory Council would meet for

the purpose of determining the courses that would be taught the following summer, and priority was given to those courses which would give the instructors better teaching skills (May, June, 1978, personal interview).

After completing the required number of courses specified by the Division of Vocational Education, the instructor was certified by the Provincial Government. Once certified, no further training was required of the individual.

Memorial University becomes Involved in Training Vocational Teachers

The New Brunswick Technical Institute provided training for the vocational instructors from Newfoundland until 1973 (Sainty, 1976, p. 18). In 1972, the Atlantic Provinces decided to phase out the summer session program at the New Brunswick Technical Institute, and Memorial University was requested to develop a training program to meet the needs of vocational teachers in Newfoundland (Sainty, 1976, p. 18). May, who was the Director of the Vocational Education Division at the time, made a personal request to the Dean of Education of Memorial University requesting the Dean to consider establishing a teacher education program for the preparation of vocational teachers (May, June, 1978, personal interview). May (1978) maintained that it was "a far off goal" of the Vocational Education Division at this time, to eventually raise the qualifications of vocational teachers to the university degree level (June, personal interview).

Memorial University did establish such a program of studies for the preparation of vocational education teachers and the first courses were offered in 1974 (Sainty, June, 1978, personal interview). As well

as providing the nine half courses required for Provincial Certification, the university also decided to set up a Diploma Program. A Diploma in Vocational Education would be presented to a teacher upon his completion of 20 half course credits. For many individuals this meant completing 10 half courses at the university, since the university granted 10 half course credit to an applicant who had a combined total of six years work and related training experience (Sainty, 1977, p. 19). Provision was also made to provide a Degree of Bachelor of Vocational Education to those students who completed the equivalent of 40 half course credits (Sainty, 1977, p. 19).

The Committee on Vocational Education Teacher Preparation, which included representatives from Memorial University and the Provincial Vocational Education System, structured the Degree Program so that the areas of teaching specialization, professional education, and general education were included (Sainty, 1977, p. 18). It was felt that these three elements would make the Vocational Degree Program compatible to those being offered in other subject areas of the education field (Sainty, 1977, p. 18). The Committee made the decision that the Diploma Program would contain only two of the three elements embraced in the Degree. These two elements were the teaching specialization and the professional education components (Sainty, 1977, p. 18).

The Teacher Training Program at the university is normally limited to the summer session; since this is the only time that many of the vocational instructors have access to the university. Efforts are made to extend the program outside of the boundaries of the university, by having teaching staff from the Vocational Education Division at Memorial University travel to various parts of the province and teach courses

that are related to the Teacher Training Program.

By the fall of 1976, 59 vocational teachers had received diplomas and 16 had received a Bachelor of Vocational Education Degree (Sainty, June, 1978, personal interview). The instructors, in the Vocational Education System of the Province, seemed to have been ready for this type of training because by May of 1978, 134 had earned a Diploma of Vocational Education and 47 had been awarded Baccalaureate Degrees (Sainty, June, 1978, personal interview).

The Stephenville Adult Centre is Created

In 1966-67 the Newfoundland Government was faced with yet another major unemployment crisis, when the Americans decided to phase out their operations at the Stephenville Air Force Base. This Base had been run by the Americans since the Second World War and its closure would throw hundreds of Newfoundlanders out of jobs (Rowe, 1976, p. 113). Many of the individuals affected by the phase out needed to be retrained, and to provide the necessary facilities for such a large scale operation, the Government of Newfoundland decided to establish an adult training and upgrading centre in Stephenville (Rowe, 1976, p. 113).

The need for such a facility was also strengthened by the fact that the vast Churchill Falls hydro project was about to open in Labrador, and many young Newfoundlanders decided to get some necessary training, before attempting to get the jobs that were sure to emerge there (Rowe, 1976, p. 113).

The closing of the American Base at Stephenville and the Churchill Falls project were both mentioned in the Annual Report of Education (1966-67), as presenting both a challenge and an opportunity for the

vocational system of Newfoundland (p. 123). The challenge was to provide the necessary training for many of the new unemployed, while the opportunity came in the form of the vast facilities left behind by the closure of the American Base.

These facilities at the Stephenville Base were acquired by the Government of Newfoundland, and a new vocational institution, named the Stephenville Adult Centre, was opened there. This Institution was to provide the upgrading skills needed by the people from the area, and it was located in what was formerly a High School for children of the American personnel (Report of Education, 1966-67, p. 124).

Early in 1967, a Heavy Equipment School was opened in Stephenville (Report of Education, 1967-68, p. 53), and over one million dollars was spent to provide heavy earth moving equipment for the school (Report of Education, 1966-67, p. 123). This school was established to fill the need for "men skilled in the operation of heavy earth moving equipment", which would be required to work on the Churchill Falls project (Report of Education, 1966-67, p. 123). The Heavy Equipment School was an extension of the Stephenville Adult Centre and it was under the Administration of the Centre.

The Adult Occupational Training Act

On March 31, 1967, the Technical and Vocational Training Assistance Act expired, and a new act titled the Adult Occupational Training Act (A.O.T. Act) took its place (Report of Education, 1967-68, p. 153).

Under the provisions of the T.V.T.A. Act, the vocational system in Newfoundland had expanded both its programs and its facilities. Data in Table 14 show the federal contributions made by Ottawa, under the

various programs provided for by the T.V.T.A. Act, during the existence of the Act. As shown in Table 15, the Federal Government phased out the programs supported by the T.V.T.A. Act over the 1967-68 year, and monies owed to the province were paid during that year.

The purpose of the Adult Occupational Training Act was to support trade and occupational courses of less than 52 weeks duration. Two year programs were not supported by this Act, but money for them was to come through grants received from the Secretary of State Department (Report of Education, 1967-68, p. 153). Under the Adult Occupational Training Act, a student would be placed in a vocational institution with support; if he had not attended school on a regular basis over the past 12 months, and if the Manpower Officer felt that the training available would increase the individual's earning power (Revised Statutes of Canada, 1970, Vol. 1, p. 18).

During the 1968-69 school year the number of students, attending trade schools and colleges in Newfoundland and receiving support under the Adult Occupational Training Act, increased to a point where those desiring to enter the vocational institutions directly from the secondary school system found fewer seats available to them than the year before (Report of Education, 1968-69, p. 135). As indicated by Table 16, federal support for vocational education increased during the 1968-69 school year, and steadily increased from then to 1976; at which point it seems to have leveled off. (See Table 16). For the nine year period from 1968-69 to 1976-77, the Federal Government paid to Newfoundland a total of \$136,062,259.00, to support vocational students and the programs in which they were enrolled.

TABLE 14

FEDERAL T.V.T.A. ACT CONTRIBUTIONS BY PROGRAM TO NEWFOUNDLAND

FROM APRIL 1, 1961 TO MARCH 31, 1967

Program	Federal Contri- bution	Per Cent of Total	Rank
Capital Expenditures	\$21,365,283.66	70.11	1
Apprentice Training	296,384.70	.97	4
1 (Vocational High School)	42,757.94 ^a	.14	7
2 (Technician Training)	172,695.00	.57	5
3 (Trade Training)	4,639,182.96	15.22	2
4 (Training in Industry)	6,991.00	.02	10
5 (Training for Unemployed)	3,713,463.70	12.19	3
6 (Training for Disabled)	90,768.66	.30	6
7 (Training of Teachers)	91,978.88	.30	6
8 (Training for Federal Government)	14,227.56	.05	9
9 (Student Aid)	40,000.00	.13	8
10 (Research)	-	-	-
Total	\$30,473,734.06	100	

^a
This figure represents 6.6% of the amount of money allocated to Newfoundland for Vocational High School Training Programs. The province placed a very low priority on this type of training and did not claim an additional \$609,716.06, to which it was entitled.

TABLE 15
ALLOTMENTS PAID TO NEWFOUNDLAND IN 1967-68
AS PHASE OUT OF THE T.V.T.A. ACT

<u>Training</u>	<u>Capital Assistance Program</u>
\$5,523,226.53	\$999,312.00

TABLE 16
FEDERAL CONTRIBUTIONS PAID TO NEWFOUNDLAND UNDER THE A.O.T. ACT
FROM 1968 TO 1977

<u>Year</u>	<u>Training</u>	<u>Allowances</u>	<u>Total</u>
1968-69	\$ 3,767,382.00	\$ 3,561,966.00	\$ 7,329,348.00
1969-70	5,802,093.00	5,100,649.00	10,902,742.00
1970-71	6,323,220.00	5,891,874.00	12,215,094.00
1971-72	5,498,815.00	6,470,826.00	11,969,641.00
1972-73	6,340,219.00	6,645,302.00	12,985,521.00
1973-74	10,392,421.00	7,278,077.00	17,670,498.00
1974-75	10,699,281.00	6,907,614.00	17,606,895.00
1975-76	14,986,195.00	8,191,861.00	23,178,056.00
1976-77	13,784,549.00	8,419,915.00	22,203,464.00
Total	<u>\$77,594,175.00</u>	<u>\$58,468,084.00</u>	<u>\$136,062,259.00</u>

TABLE 17

MONIES PAID UNDER THE A.O.T. ACT TO NEWFOUNDLAND FOR
CAPITAL EXPENDITURES FROM 1970 TO 1972

<u>Year</u>	<u>Total Entitlement</u>
1970-71	\$ 8,573,860.00
1971-72	4,130,394.00
Total	<u>\$12,704,254.00</u>

TABLE 18

FEDERAL FUNDS FOR INDUSTRIAL TRAINING AND TRAINING IMPROVEMENT UNDER
THE A.O.T. ACT FROM 1975 TO 1977

<u>Year</u>	<u>Industrial Training</u>	<u>Training Improvement</u>
1975-76	\$1,806,982.00	\$198,321.00
1976-77	1,903,147.00	109,902.00
Total	<u>\$3,710,129.00</u>	<u>\$308,223.00</u>

Under the Adult Occupational Training Act provision was made for capital expenditure projects and in the two year period from 1970 to 1972, Newfoundland received a total of \$12,704,254.00 for this purpose. (See Table 17). The researcher could find no evidence as to where this money was spent, but it is suspected that it was spent on various aspects of the major building program for vocational education, which was initiated by the Provincial Government in 1970. (See next Heading). Table 18 shows the federal allotments paid to Newfoundland, to support training in industry and training improvement projects from 1975 to 1977. Training in industry and vocational education programs in Newfoundland, as well as the rest of Canada, are still carried forward under the Adult Occupational Training Act.

Expansion Again in 1970

In 1970, the Provincial Government made the decision to again expand its vocational education system and announced another major building program. Rowe (1976) who was Minister of Education at the time, writes:

The new programme, announced by the Minister of Education in 1970, called for the doubling of the Seal Cove School; the building of a hostel, auditorium, and four permanent classrooms to be attached to the Burin School; a second storey on the Gander school; and the utilization of sixteen "portable" units (temporary classrooms) to increase facilities at Corner Brook, Grand Falls, Gander, Burin and Clarenville. Proportionate enlargement of the College was included in the form of another sixteen portable units. To complement this expansion, two million dollars worth of new equipment would be brought. But the most important decision announced was that new vocational schools were to be built at or near St. Anthony on the Great Northern Peninsula, on the Baie Verte and Bonavista Peninsulas, and in the Springdale and Placentia areas. (The decision to build in Happy Valley, Labrador had been announced earlier that year).

In size the new schools were more or less similar

to the first group, each school being able to provide space, equipment and facilities for from 300 to 500 students. But the new schools had one important difference. They were designed for two programmes; one, the pre-vocational training of students in the academic high schools and, two, the traditional pre-employment vocational programmes sponsored jointly by the Federal and Provincial Governments. (p. 115)

With this announcement, the Provincial Government had committed itself to place District Vocational Schools in virtually every major population centre on the island. (See Figure 3).

The First Program for High School Students

The Pre-Vocational Program of which Rowe wrote, had its beginning in 1969, when a joint meeting took place between the school boards of Conception Bay Centre and Conception Bay South School Districts (Spain, 1976, p. 3). Noting concern for a drop-out rate of 50% from the schools under their jurisdiction, these boards later prepared a brief which was presented to the Minister of Education in January of 1970 (Spain, 1976, p. 3). This brief suggested that a Pilot Project in Pre-Vocational Education be set up at the Seal Cove School (Spain, 1976, p. 3). It was hoped that this program would provide some incentive for young high school students to stay in school.

Spain (1976) maintains that the objectives of the program do not include preparing students to enter the work force directly from high school (p. 4). In fact, the philosophy of the program was that:

1. The high school curriculum should be diversified to suit a variety of interests and abilities such that students would remain in school on a voluntary basis.
2. The programme should be a continuing and broadening programme of general education.

LOCATION OF DISTRICT VOCATIONAL SCHOOLS AND COLLEGES
AFTER EXPANSION IN 1970

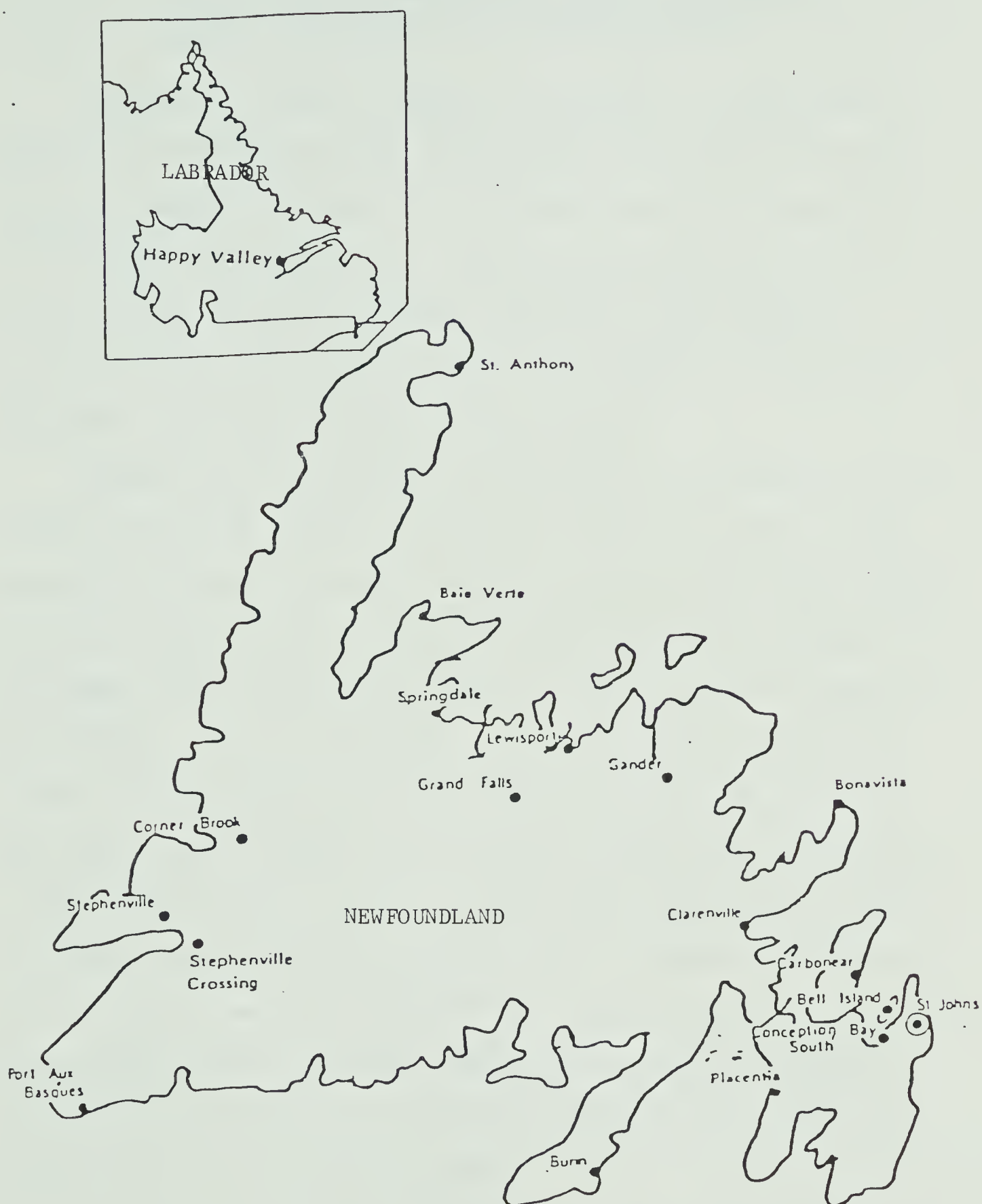


FIGURE 3

Source: Adopted from 1977-78 Prospectus, published by the Department of Education, St. John's, Newfoundland.

3. The programme should prepare a student to continue his education at university, college, vocational school or to pursue other educational goals.
(Spain, 1976, p. 4)

The concept of such a program was accepted by the Department of Education and during the 1972-73 school year the District Vocational School at Seal Cove (Conception Bay South) offered 10 course options to its first grade nine classes. These options were; agricultural science, beauty culture, drafting, electronics, home management, cooking, sewing, metal working, typing, and woodworking (Division of Vocational Education, St. John's, Newfoundland).

Students, who are enrolled in the Pre-Vocational Program, are released from regular classes to attend pre-vocational classes at the District Vocational Schools for half day periods. During this release time, the students study a number of course options, which depends on the number being offered by the District Vocational School attended by the students. The ideal situation is for the student to study four course options in grade nine, two in grade 10, and one in grade 11. The ideal does not always work out however, because some schools offer a very limited number of courses. Spain (1976) found that the number of course options available to pre-vocational students ranged from as many as nine, to as few as three (p. 13). Spain (1976) also discovered that not one District Vocational School had an option for students to learn about the opportunities and work in resource-based industry in Newfoundland (p. 14, underlining mine).

The establishing of the Pre-Vocational Program was an historical occurrence for the education system of Newfoundland, since it marked the first time that any concerted effort was made to provide any level

of vocational skills to students in the secondary school system. This program, although unique to Newfoundland, is rather limited since only 6,000 of the province's 29,000 high school students in 1976 had the opportunity to avail of the program (Spain, 1976, p. 3).

The Vocational Education System in 1977

In 1977, Newfoundland had a total of 17 District Vocational Schools, the College of Trades and Technology, the College of Fisheries, and the Bay St. George Community College. (See Figure 4). As shown in Table 19, these institutions had a combined full time student enrollment of 8,202, during the 1976-77 school year.

The Bay St. George Community College was formed in April of 1977, with the purpose of utilizing and co-ordinating all the regional adult education services under the umbrella of one administrative unit (Calendar of Bay St. George Community College, 1977-78, p. 15). The Bay St. George Community College consists of; the Stephenville Adult Centre, the District Vocational School at Stephenville Crossing (included as one of the 17 schools mentioned above), and the Heavy Equipment School at Stephenville (Calendar of Bay St. George Community College, 1977-78, p. 15, brackets mine).

Immediately after it was formed the Bay St. George Community College began to expand its evening program, to include community education and service programs. The regular day time program is made up of the following three components:

1. Academic upgrading (Basic Training for Skilled Development).
2. Trade and occupational courses.
3. Business education courses. (Calendar of Bay St. George Community College, 1977-78, p. 27)

TABLE 19
VOCATIONAL EDUCATION SYSTEM
FULL-TIME STUDENT ENROLLMENT FROM 1963 TO 1977

	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976
	-64	-65	-66	-67	-68	-69	-70	-71	-72	-73	-74	-75	-76	-77
Bell Island	220	149	138	186	234	291	283	231	228	236	179	156	159	154
Burin	143	145	167	281	221	208	226	198	283	263	325	389	467	403
Carbonear	147	236	104	199	174	173	313	492	579	589	443	521	505	470
Clarenville	68	79	52	168	150	142	151	165	171	152	140	146	150	155
Conception Bay South	60	68	76	97	99	88	220	250	176	159	188	249	357	341
Corner Brook	162	143	128	343	241	291	320	306	511	414	456	543	555	693
Gander	67	120	165	249	219	224	236	230	300	297	271	379	546	350
Grand Falls	-	121	121	233	170	197	213	218	256	239	243	303	303	344
Lewisporte	47	48	37	106	97	120	137	163	147	141	136	132	-	132
Port Aux Basques	19	46	33	118	89	74	86	82	93	88	84	82	93	99
Stephenville Crossing	65	35	48	163	269	332	344	548	636	232	499	612	548	576
Stephenville Adult Centre	-	-	-	244	425	674	1092	1556	1603	1700	1093	948	843	689
Craft Training	-	-	-	-	14	-	21	23	26	24	25	26	27	26
Happy Valley	-	-	-	-	-	-	74	128	152	144	193	203	220	202
Springdale	-	-	-	-	-	-	-	-	-	200	203	182	179	140
Bonavista	-	-	-	-	-	-	-	-	-	215	188	182	206	146
Placentia	-	-	-	-	-	-	-	-	-	207	179	181	183	186
Baie Verte	-	-	-	-	-	-	-	-	-	-	194	194	154	160
St. Anthony	-	-	-	-	-	-	-	-	-	-	134	154	139	151
College of Trades and Technology ^a	483	597	800	943	1103	1262	1239	1169	1345	1314	1376	1597	1776	1876
College of Fisheries	(146?)	255	352	603	456	506) ^b	(487	565	725	732	906	923	909	909) ^c
Total	1627	1787	1869	3933	3961	4582	5442	6324	7231	7346	7455	8102	7410	8202

Source: Division of Vocational Education.

Note: No enrollment figures available for the 1962-63 school year.

^aFigures supplied by the Registrar, College of Trades and Technology, St. John's

^bCalculated as per instructions from C.R. Barrett, President, College of Fisheries, St. John's.

^cFigures supplied by R. B. Butler, Vice President, College of Fisheries, St. John's.

LOCATION OF DISTRICT VOCATIONAL SCHOOLS AND COLLEGES IN 1977

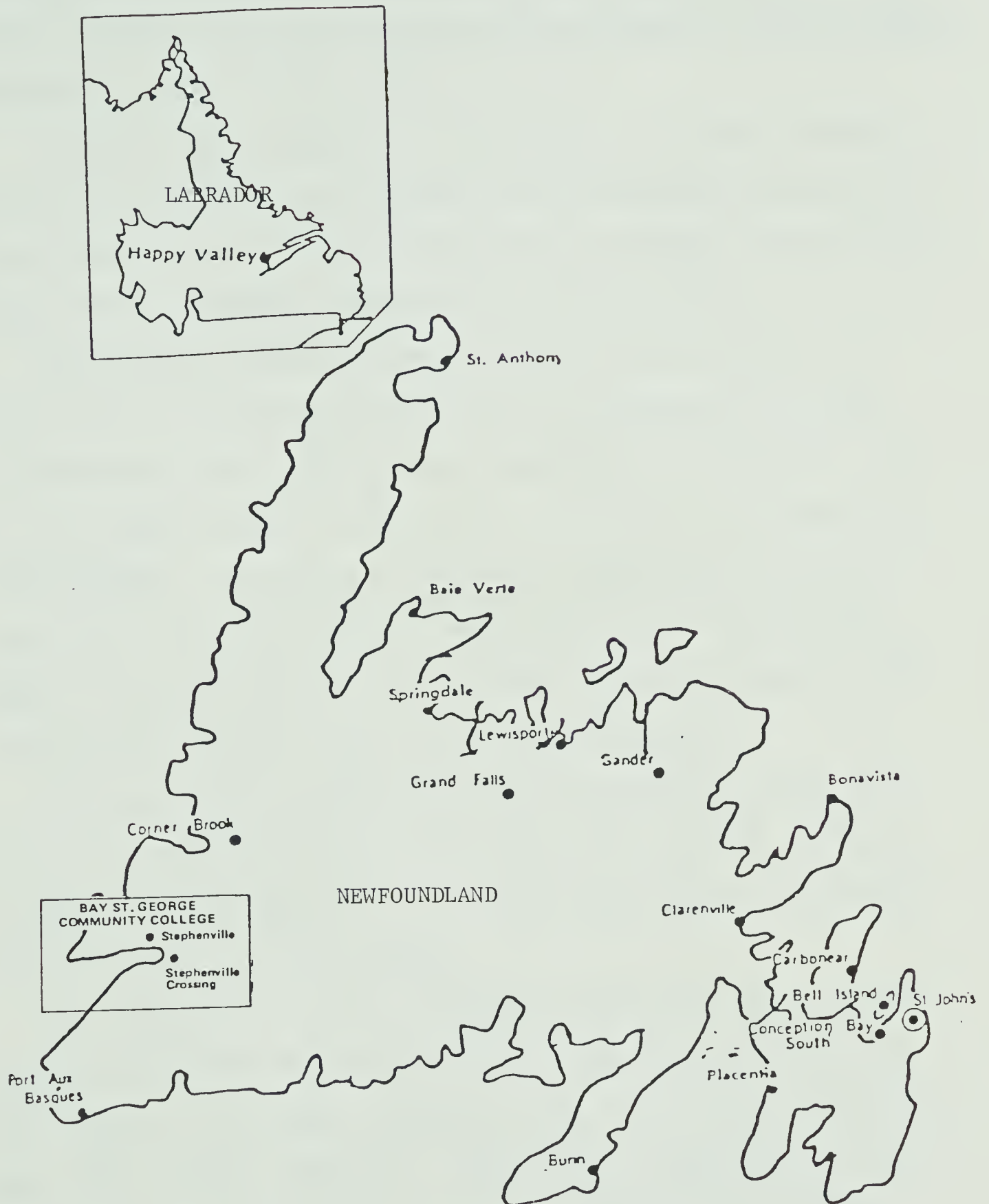


FIGURE 4

Source: Adapted from 1977-78 Prospectus, published by the Department of Education, St. John's, Newfoundland.

It was expected that in the first year of operation the College would enroll approximately 1,200 students in its full time program, and another 1,500 in part time community programs (Calendar of Bay St. George Community College, 1977-78, p. 15).

As well as being responsible for the District Vocational Schools and the three colleges, the Vocational Education Division has under its jurisdiction the Craft Training Program for the province (see enrollment figures Table 19) (Report of Education, 1967-68, p. 153).

The majority of the vocational facilities in Newfoundland are being used to nearly their capacity and it is estimated that between 35 (Van Kestern, June, 1978, personal interview) and 45% (Sainty, 1977, p. 17) of those students attending these institutions are sponsored by Canada Manpower. Enrollment at the various institutions is linked to this support, and if the Manpower support drops, then the enrollment figures of students entering the vocational institutions generally show a decrease (Van Kestern, June, 1978, personal interview).

The Pre-Vocational Program has placed an additional burden on the 11 District Vocational Schools that sponsor such a program, and space in these schools is generally at a premium because of the high student participation rate in this program.

Mr. Van Kestern felt that the biggest problem that the vocational system is faced with in the late 1970's is that many of the programs now offered at the various institutions need to be changed and updated (June, 1978, personal interview). This problem is augmented, not only by the cost factor involved in changing or updating these programs, but also because of the fact that virtually all of the courses and programs are being utilized, and this makes it very difficult to change

them (Van Kestern, June, 1978, personal interview). The fact that the capital equipment grants have been cut by 88% over the past five years certainly makes it much more difficult to initiate and change programs (Van Kestern, June, 1978, personal interview).

The Director of the Vocational Education Division feels that the instructors today are better prepared and do a good job, but some concern was voiced over the fact that many of them have been away from their trade area for approximately 15 years. This lack of contact with industry and the trade areas is a problem that will have to be dealt with by the Vocational Education Division in the future (Van Kestern, June, 1978, personal interview).

Chapter Summary

The need for a vocational training program in Newfoundland was outlined in a report presented to the Commission of Government in 1938. Little was done to initiate such a training program until 1946, when a school for returning veterans was opened in St. John's. This school was staffed by administrative and teaching personnel who had been brought to Newfoundland from England for these purposes. The Vocational Institute for Ex-Servicemen catered to veterans only until 1948, from then until 1950 the school ran a curtailed program for civilians.

When Newfoundland joined Confederation on March 31, 1949, it automatically became eligible to take advantage of federal legislation and monies pertaining to vocational education. Money was provided to Newfoundland by Ottawa in support of vocational education, and a new Vocational Annex was built under an agreement signed by Newfoundland and Ottawa in 1952.

The demand for vocational courses and programs had forced the Vocational Institute to expand to six separate locations by 1960. Even then only 340 full time students could be served; while hundreds could not be accommodated. The extent, to which these vocational facilities were being utilized, is better understood when one realizes that during the 1961-62 school year the total enrollment at the Vocational Institute was 1,822 students. This figure represented an increase in total enrollment of 623%, from the first year of full time operation for civilians in 1950-51.

In 1958, the Newfoundland Government announced a major building program for vocational education, and the next year construction started on the first new facility. When the T.V.T.A. Act was proclaimed in 1960, the Newfoundland Government expanded its building program, and using money provided under that Act, Newfoundland built 11 District Vocational Schools and two colleges.

In 1966-67, the former American Base at Stephenville was used to create a large Adult Training Centre and a Heavy Equipment School. Three years later, the Provincial Government decided to further expand the vocational system, and when construction had ceased, Newfoundland now had a total of 17 District Vocational Schools, the College of Trades and Technology, the College of Fisheries, the Stephenville Adult Centre, and the Heavy Equipment School.

By 1977, the vocational education system in Newfoundland had expanded to serve some 6,000 secondary school children, in a Pre-Vocational Program. This program was being sponsored in 11 of the 17 District

Vocational Schools, and approximately 21% of those students eligible were being served. A new college called the Bay St. George Community College was created in that year, and this institution encompassed the Stephenville Adult Centre, the Heavy Equipment School, and the District Vocational School at Stephenville Crossing. Thus, Newfoundland now had a total of three colleges and 16 separate District Vocational Schools.

CHAPTER V
SUMMARY AND CONCLUSIONS; RECOMMENDATIONS
FOR FURTHER STUDY AND OBSERVATIONS

1. INTRODUCTION

In this chapter the major findings of the study are summarized, conclusions are drawn, recommendations for further study are made, and observations are presented.

II. PURPOSE OF THE STUDY

Purpose

The purpose of this study was to conduct an historical review of the development and growth of the vocational education system in Newfoundland, from 1946 to 1977. This study was concerned with the general development of vocational education in the province. As well, several specific areas were selected as being important to the study. These areas were selected because of their importance to the vocational education system in Newfoundland. These areas were identified as:

1. The major building programs that were initiated from 1946 to 1977 and the influences which led to the building programs being initiated.
2. The Pre-Vocational Program at the District Vocational Schools, and the Vocational Teacher Training Program at Memorial University.
3. The scope of the vocational education programs offered at the post-secondary non-university levels.

III. SUMMARY AND CONCLUSIONS

In a report such as this one does not expect to be able to extrapolate many specific conclusions. The researcher will therefore integrate the conclusions into the summary, and draw specific conclusions as they occur in the text.

Until the Vocational Institute for Ex-Servicemen opened in St. John's in 1946, Newfoundland did not have one vocational education facility.

Rowe (1952, 1964, 1976), a prominent educator and one time Minister of Education in Newfoundland, maintained that the Newfoundland Government became concerned about the lack of vocational facilities in 1942, when it was realized that veterans returning from the Second World War would be demanding retraining.

The researcher has presented evidence showing that the Commission of Government had become interested in the field of vocational education before that time, and in 1940 a prominent educator from New Brunswick was invited to visit Newfoundland and make recommendations on vocational education. As well, in 1938 the Commission of Government was made aware of the need for developing the field of technical and vocational education by a report presented to it by the Hon. J. H. Gorvin.

Conclusion

Vocational education became an issue in Newfoundland as early as 1938. From that time, until the Vocational Institute for Ex-Servicemen opened in 1946, much thought and planning had been given to this form of education.

The returning veterans of World War II were the catalyst needed to force the issue of vocational education in Newfoundland, and it seems quite certain that vocational facilities would not have been provided in 1946 without their influence.

To set up the training program for these returning veterans, Newfoundland imported a group of teachers and administrators from England. This group remained in Newfoundland until 1948, at which time the majority of the imported Englishmen returned home. In that same year, the first civilians, to receive vocational training in a public institution in Newfoundland, were enrolled at the Vocational Institute.

Confederation with Canada in 1949 meant that Newfoundland could now avail itself of monies that were allocated to other provinces under Federal Acts and Agreements which supported vocational and technical education. Newfoundland after Confederation did take advantage of federal cost sharing programs for vocational and technical education, and expanded both the programs and the facilities of the Vocational Institute.

Conclusion

The first full time vocational education program was offered to Newfoundlanders shortly after Confederation with Canada. This program officially began in September of 1950.

The Vocational Institute remained Newfoundland's only post-secondary vocational institution until 1963. From 1950 to 1963, demand for entrance to the vocational programs sponsored by the Institute, had forced it to expand to six separate locations in St. John's.

The Newfoundland Government, under Premier Joseph R. Smallwood, was aware of the need for an expanded vocational system and in 1958 announced a major building program. Construction began on the first vocational facility in 1959.

When the Technical and Vocational Training Assistance Act was proclaimed in 1960, the Federal Government announced a new Capital Expenditures Program, under which it was to pay 75% of the costs of constructing and equipping new vocational facilities which had to be approved by Ottawa before March 31, 1963. Premier Smallwood's Government decided to take full advantage of this offer, and the original building program announced in 1958 was expanded. When construction had ceased in 1964, Newfoundland had a vocational system which consisted of 11 modern District Vocational Schools, a College of Trades and Technology, and a College of Fisheries. These facilities were built at a total cost of \$28,487,044.88, of which \$21,365,283.66 was the Federal Government contribution. This \$21,365,283.66 represented 70.1% of all the monies allocated to Newfoundland by Ottawa during the life of the Technical and Vocational Training Assistance Act.

Conclusion

The major portion, of the \$30,473,734.06, which had been allocated to Newfoundland by Ottawa from April 1, 1961 to March 31, 1967, was spent on building and equipping new vocational facilities.

The speed, with which Newfoundland moved to take advantage of monies made available under the Capital Expenditures Program, was noted by Federal and Provincial authorities involved in the field of vocational

education. Bryce (1971), in researching the Technical and Vocational Training Assistance Act, writes that a Federal Official, who had been involved in negotiating these funds with the Newfoundland Government, suggested to him that Newfoundland "had a history of astute usage of federal grants and this factor played a part in the early response to the Technical and Vocational Training Assistance Legislation (p. 242).

Conclusion

Newfoundland acted expeditiously and took advantage of federal monies that were available under the Capital Expenditures Program of the Technical and Vocational Training Assistance Act because it had announced a major building program almost two years before the Technical and Vocational Training Assistance Act was announced by Ottawa. Much of the initial planning for the new vocational facilities was done and construction had started on the College of Trades and Technology, before the Technical and Vocational Training Assistance Act was proclaimed.

During the 1966-67 school year two new facilities were added to Newfoundland's vocational education system. These were the Adult Training Centre and the Heavy Equipment School both located at Stephenville. These two institutions were added to the vocational system to serve the needs of those who lost their jobs, because of the closing of the United States Air Force Base at Stephenville and to provide the necessary training for individuals who wanted to seek work on the construction of the Churchill Falls Hydro Project.

In 1970, the Newfoundland Government again decided to expand its vocational education system and announced that six new District Vocational Schools would be built at various locations throughout Newfound-

land and Labrador. These new schools were equipped to handle both the trades training program and a new Pre-Vocational Program. The inauguration of the Pre-Vocational Program for the high school students (grades 9 to 11) was an historical occurrence since it marked the first time that any real effort had been made to integrate vocational education into the secondary school system. All of the high school students did not have the opportunity to take this program of study and in 1976, only 21% of those students eligible participated.

In 1974, the Province of Newfoundland entered another era when Memorial University took over the responsibility to provide a teacher training program for the vocational teachers of the province. Prior to that time, the vocational teachers received their pre-service training at the New Brunswick Technical Institute. Memorial University offers a program that leads to; Provincial Certification, a Diploma of Vocational Education, or a Bachelor Degree of Vocational Education. This program was readily accepted by the vocational education teachers of the province and by the fall of 1976, 59 teachers had received diplomas and 16 had received Bachelor of Vocational Education Degrees.

By 1977, Newfoundland's vocational education system had expanded to include; the College of Trades and Technology, the College of Fisheries, the Bay St. George Community College, and 16 separate District Vocational Schools. These institutions offer a full range of courses and programs, which are designed to provide the training needs of Newfoundland's work force. Many of the District Vocational Schools offer Basic Training for Skill Development Programs and trades courses; while the colleges offer a full range of programs, some that extend to

the four year diploma level.

Since 1950 many thousands of Newfoundlanders have received training in the various vocational institutes of the province. Many have found use for their skills in the province, while thousands of others have had to leave Newfoundland to find employment. Whether the training, received by these individuals, is used in Newfoundland or in other parts of Canada; it has become apparent to the researcher through the course of this study that the vocational education system in Newfoundland has become an important part of the province's education system.

IV. RECOMMENDATIONS FOR FURTHER STUDY

The recommendations for further study are divided into two categories, which are primary and secondary. The primary category contains recommendations arising directly from the study, while the secondary category contains related recommendations.

In conducting this study many questions were raised that were beyond the limits imposed for the study. Some of these questions evolved directly from the study while others were formulated by the researcher because of their relevance to the study. Examples of some of these questions are:

1. When vocational institutions were built with federal funds under the Technical and Vocational Training Assistance Act, why were they not built on already existing schools as additions like they were in a number of other provinces?

2. What is the procedure used by the Department of Education, Division of Vocational Education, for introducing new courses or programs of studies into the vocational education system of Newfoundland?

3. Is the instructional content that is taught in the program of studies offered at the District Vocational Schools meeting the needs of Newfoundland's industry?

4. What are the criteria used by the Department of Education and the Division of Vocational Education for promoting or advancing those individuals who have earned either a diploma or a Bachelor Degree in Vocational Education?

Primary Recommendations

On the basis of questions arising from the study it is recommended that the following investigations be made:

1. An expanded survey be made of the literature and of selected individuals in the province to determine if there was a need for vocational education programs at the secondary school level when Newfoundland took advantage of federal building funds between 1961 and 1967.

2. That a research study be conducted to determine the perceptions held towards the pre-vocational education program by parents, students, and educators in Newfoundland.

3. That a longitudinal investigation be made to determine the perceptions that employers of graduates hold of the vocational system, to determine if the necessary and appropriate skills are being taught in the institutions that make up Newfoundland's vocational system.

Secondary Recommendations

These recommendations are included because of their relevance to the study:

1. That an evaluation be conducted of selected courses and programs

to determine the degree to which these courses and programs are reaching their stated objectives.

2. That a research study be made to determine the procedure that is used to select courses that are to be introduced into the vocational education system of the province.

3. That a survey be conducted of the nine provinces other than Newfoundland to establish normative criteria that can be used for the purpose of promotion and advancement, both lateral and vertical, of those individuals in the vocational education system in Newfoundland, who warrant such promotion.

V. OBSERVATIONS

The major portion, of the documentation which can be found on vocational education in Newfoundland, may be attributed to the efforts of Messrs. Smallwood and Rowe. Without the material published by these two authors, the task of the writer would have been made much more difficult.

Many of the historical occurrences such as; the major building programs, etc., were covered very poorly in the Annual Reports of the Department of Education, while other events were not mentioned. The reporting styles changed several times during the 21 years reviewed by the researcher, and this made it quite difficult to follow enrollment patterns and specific programs over extended time intervals.

After the expansion of Newfoundland's vocational education system in 1963, the content of the Annual Reports consisted mostly of statistical data and little descriptive content was included. This made it very

difficult to gather historical data, from the Annual Reports, since the descriptive content was so very limited.

The last Annual Report of the Newfoundland Department of Education was published by the Newfoundland Government in 1972. This step was taken as a means of saving money by the new provincial government. From this time onward all information on vocational education in Newfoundland had to be gathered through other sources.

The support given to the researcher by the Division of Vocational Education and the three colleges was most reassuring. The same cannot be said of the District Vocational Schools however, and the writer feels that at the very least an administrator should have the courtesy of acknowledging a request made by a student, a researcher or any other member of the general public. Since the District Vocational Schools are operated by the Governments of Newfoundland and Canada, they are being supported by the taxpayers of both the province and the country. Conduct of this nature by an administrator is a slight, not only on the vocational education system and the province in which they work, but also on the taxpayers who support these institutions and who should have access to the limited information which they contain.

Although the lack of written material was not an unexpected occurrence for the researcher, it does reinforce the need for professional development within the vocational education system of Newfoundland. Hopefully, as more teachers and administrators complete their training at Memorial University, the need to write and do research will be realized and individuals will accept the responsibility of doing both.

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APPENDIX A

Letter sent to personnel involved with the vocational education system in Newfoundland requesting data for the study.



DEPARTMENT OF INDUSTRIAL
AND VOCATIONAL EDUCATION
FACULTY OF EDUCATION
THE UNIVERSITY OF ALBERTA

Dear Sir:

Please allow me to introduce myself. My name is George Anderson and I was born and grew up at Port Aux Basques, Newfoundland. At the present time I am enrolled as a Graduate Student in the Faculty of Graduate Studies and Research at this University.

Prior to attending university I was a Vocational Education Teacher at Port Aux Basques where I taught in the Pre-Vocational Program. In addition to my Teaching Certificate, I hold a Journeyman's Certificate in Heavy Duty Mechanics, as well as a Degree in Vocational Education from Memorial University.

Part of the requirements for a Master's Degree is the writing of a thesis. Because of my background in vocational education I became interested in the historical development of Vocational Education in Newfoundland. From this interest I have selected as my thesis topic, "The History of Vocational Education in Newfoundland from 1949 to 1978". From a preliminary survey of the standard reference texts, I found that such a history does not exist.

The purpose of this letter is to ask you to co-operate in the study by providing me with copies of reports or speeches directed towards vocational education that were made by either you or your representative.

Should you have any materials on hand would you please send them to me by March 15, 1978. Any information that you send will be deeply appreciated and will also enhance the possibility of producing a comprehensive study.

The materials that you send will be used either to provide background information for the study, or as bibliographical information. When I am finished with these materials I will return them to you.

An abstract of the study will be sent to those who participate.

Thank you for your co-operation.

Yours sincerely,

George M. Anderson



APPENDIX B

Sample of questions asked the three interviewees, in June of 1978.

Mr. Smallwood, Ex-Premier of Newfoundland.

Question

- 1 When did you find out that money for vocational education under the T.V.T.A. Act was to be available to Newfoundland? And under what circumstances did you find out?
- 2 What rationale did the Government of Newfoundland use in deciding that it would build a series of vocational schools rather than four or five technical colleges?
- 3 What kind of communication system did you have set up when the new vocational system was being built between yourself and the Department of Education? Did you know the things that they were planning, or did you help plan the things that were happening?

Mr. May, Past Director of the Vocational Education Division.

Question

- 1 Who decided on the kinds of schools that were to be built? Was that a government architect?
- 2 Did the Division do any campaigning or politicking to make the general public aware of what the vocational schools had to offer?
- 3 What kind of debate did you have (Division of Vocational Education and Department of Education) over teacher training and the qualifications that a person should have before becoming a Certified Teacher; or even getting a job in a trade school teaching?

Mr. Van Kestern, Present Director of the Vocational Education Division.

Question

- 1 What do you consider to be some of the major problems facing the Newfoundland vocational education system today?
- 2 How are the vocational institutions presently supported?
- 3 What percentage of students attending the District Vocational Schools are sponsored by Canada Manpower?

APPENDIX C

Brief overview of the various programs covered under the T.V.T.A.
Act.

The various programs provided for under the T.V.T.A. Act and the terms of the Agreements are listed below. Unless otherwise noted, Ottawa shared the cost of a program with the provinces on a 50-50 cost sharing basis.

Program I: Vocational High School Training Program (VHS)

The Federal Government would allocate annually a sum of \$3,000,000.00 with \$30,000.00 to each province and \$20,000.00 to each territory. The remainder of the \$3,000,000.00 would be divided among the provinces in proportion to the 15-19 year olds living in each province as of the latest census (Report of Labour, 1961-62, p. 74). The Federal Government would pay up to 50% of cost and in order to qualify at least 50% of the classroom time had to be spent in teaching occupational skills (Reynolds, 1972, p. 135).

Program II: Technician Training Program

Money was allocated on a yearly basis for the purpose of relieving an acute and persistent shortage of technically trained people at the sub-professional level (Report of Labour, 1961-62, p. 78). Allowances could be paid to trainees, but not if courses were taken for university credit.

Program III: Trade and other Occupational Training (T.O.)

Courses were to provide pre-employment training or re-training for persons over the compulsory school attendance age. Training could be given in full-time, part-time, day or evening classes, by day or block release, or by correspondence courses and it could extend from as little as a two day period or up to two years. This program was not

designed to take the place of apprenticeship training (Report of Labour, 1961-62, p. 78).

Program IV: Training in Co-operation with Industry (T.I.)

This program was designed for up-grading or re-training of workers employed in industry. Provincial training authorities and the separate industries were to decide on the type of program and financial arrangements, which the Federal Government would then share (Report of Labour, 1961-62, p. 78).

Program V: Training of the Unemployed (M)

This program was designed to prepare persons of relatively low educational standing for entry to vocational courses. This program when developed became known as basic training for skill development (BTSD) and Federal Government paid 50% of the training cost of this program, and a further 25% when the number of student training days in the year exceeds 7% of the number of adults in the province (Report of Labour, 1961-62, p. 79).

Program VI: Training of Disabled Persons (R)

Cost of this program was shared evenly between the provinces and Ottawa. The purpose of the program was to train, retrain, or assist any disabled person requiring training to fit him into suitable employment. Training could take place in any mode possible from university to "on the job" (Report of Labour, 1961-62, p. 79).

Program VII: Technical and Vocational Teacher Training Program (T.T.)

Cost of this program was to be shared equally between Ottawa and the provinces (Bryce, 1970, p. 180). Supervisors, administrators, and teachers could be trained, with financial assistance being provided notwithstanding whether the training took place in a vocational institution, university or "on the job" (Report of Labour, 1961-62, p. 80). This program was inacted because it was felt that the widespread use of monies allocated under the T.V.T.A. Act would cause a serious shortage in teaching personnel (Report of Labour, 1961-62, p. 80).

Program VIII: Training for Federal Departments and Agencies (G)

The Federal Government would assume 100% of the cost of this program except in the case of marine engineers and navigators, who were not classified as federal personnel. In this case the Federal Government would only pay 75% of the training cost. This applied to the provinces of Newfoundland, Nova Scotia and British Columbia (Report of Labour, 1961-62, p. 80).

Program IX: Student Aid (S.A.)

Money was allocated at a fixed rate in conjunction with the provinces and was to be used for university students and nurses showing scholarly ability. All degree granting courses other than theology were supported with the maximum allowance for any year being set at \$1,000.00 (Report of Labour, 1961-62, p. 81).

Technical and Vocational Correspondence Courses

The Federal Government would pay 50% of the cost of preparing, revising, printing, and servicing of provincial correspondence courses (Bryce, 1972, p. 181). In order to qualify for federal support, the correspondence had to be recognized by an inter-provincial committee (Reynolds, 1972, p. 139).

Apprenticeship Training Agreement

This program which had initially been introduced in 1944 was not changed under the T.V.T.A. Legislation until March 31, 1964 (Bryce, 1972, p. 182). Costs were still shared equally with the new Agreement providing for federal assistance in the certification of tradesmen, which had not been covered to March 31, 1964 (Reynolds, 1972, pp. 139-140).

Capital Expenditures Program

Under this program, the Federal Government reimbursed a percentage of the provincial cost for capital expenditures of approved training facilities under all programs of the T.V.T.A. Act and Apprenticeship Training Program (Reynolds, 1972, p. 139). These expenditures could include construction, alterations, renovations, purchasing and equipping of facilities used for vocational and technical training (Report of Labour, 1961-62, pp. 75-76). Originally a time limit of two years was imposed for a federal reimbursement of 75% of these expenditures. This was to extend from April 1, 1961 to March 31, 1963 and after that time the Federal Government would only pay 50% of the cost (Report of Labour, 1961-62, p. 75). The Act was amended in 1963 and the Federal Government

allowed the provinces until March 31, 1967 to claim \$480.00 for each person in the 15-19 year age bracket as determined by the 1961 census (Reynolds, 1972, p. 139). This amendment was made because of the fact that Newfoundland had claimed almost exactly this amount before March 31, 1963 and the Federal Government was allowing the rest of the provinces four more years "to catch up".

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